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# Winters General Plan

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# Winters General Plan

## GOALS & OBJECTIVES



## A. SOCIAL, CULTURAL AND INSTITUTIONAL DEVELOPMENT

Goal 1: To encourage a choice in life styles and to provide for the cultural, creative and educational enrichment of Winters residents.

Objective 1: To increase local skills appropriate to local employment opportunities projected through the year 2000.

Objective 2: To facilitate social contact within a friendly, cohesive, small town environment.

Objective 3: To provide facilities and programs for the benefit of the elderly, handicapped and the youth of Winters.

Objective 4: To encourage creativity within individuals and community so that the strength of different life styles can be tapped.

Goal 2: To evaluate institutional requirements and plan for their future.

## B. ECONOMIC DEVELOPMENT

Goal 1: To further expand and diversify the economic and employment opportunities within the Winters area.

Objective 1: To increase community initiative in the securing of a broader economic base for the Winters area.

Objective 2: To undertake economic development programs designed to offset or augment seasonal economic activity.

Objective 3: To enhance the opportunities for local and non-local investment within the community through an incentives approach.

Objective 4: To evaluate the pros and cons of expanding existing or potential economic activities having considerable impact upon local life styles.

Objective 5: Industrial, Commercial and Residential growth shall be kept in balance and within service capabilities of the community.

Goal 2: To examine the role of the various commercial areas of Winters and to provide for their appropriate expansion or revitalization.

Objective 1: To recognize at least three types of shopping areas may be needed including a downtown, community shopping area, neighborhood convenience shopping areas and highway visitor commercial facilities.

Objective 2: To provide incentives for new, small, independent business in Winters.

Objective 3: The downtown commercial building should be in scale with the small town atmosphere and consistent with the historic design of the area.

#### C. HOUSING AND COMMUNITY DEVELOPMENT

Goal 1: To increase the choice in housing supply for buyers and renters.

Objective 1: To provide a balanced range of housing types, densities and costs and give all segments of the population equal housing opportunities.

Objective 2: To encourage a healthy market place condition whereby a three to five percent vacancy rate prevails and housing is made affordable to all.

Objective 3: To encourage access to housing opportunities without discrimination based on race, color, religion, sex, family size, marital status, national origin, ancestry or other arbitrary factors.

Objective 4: To provide housing near places of employment and commercial facilities so as to minimize the need for automobile transportation and, conversely, to encourage pedestrian or bicycle usage for such trips.

Goal 2: To upgrade the physical and functional conditions of the community.

Objective 1: To work toward a well functioning land use pattern that emphasizes compactness, vitality and orderliness and allows residents to both live and work within the community to the greatest degree possible.

**Objective 2:** To identify and provide special assistance to those areas of the community that are in disrepair or unable to function properly because of condition or lack of adequate public services.

**Goal 3:** To provide for orderly development that meets individual and community needs with the greatest benefit and least public cost.

**Objective 1:** To institute a growth phasing program that effectively utilizes the community's private and public resources.

**Objective 2:** To strategically determine the direction, character, amount and timing of community development so as to avoid the wrenching dislocation of rapid growth and to preserve, where feasible, the identity of existing neighborhoods.

**Objective 3:** To develop annexation policies and programs designed to help implement the growth phasing program.

#### D. ENVIRONMENT, OPEN SPACE AND AESTHETIC PRESERVATION

**Goal 1:** To preserve the identity, integrity and uniqueness of Winters as a community.

**Objective 1:** To preserve the essential nature of Winters and its setting, including the community's natural and man-made values and desirable small town scale.

**Objective 2:** To create safe, quiet, healthy and attractive residential neighborhoods with nearby employment centers, shopping and community services, and a system of internal and perimeter open spaces, parks, and recreational facilities.

**Objective 3:** To provide urban plazas and open spaces, street trees, undergrounding of utility lines, sign controls and other harmonizing efforts where feasible and appropriate.

**Objective 4:** To preserve and enhance Winters historic heritage and to restore rather than replace unique buildings where the merit of restoration is indicated.

Goal 2: To treat the entry corridors to Winters as important gateways to the community and Lake Berryessa recreation area and to place emphasis upon the urban design aspects of community appearance, architecture and landscaping.

Objective 1: To harmonize with, not compete with, the natural setting of Winters, using compactness, sound land use planning, sensitivity to appearance and a sense of "place" as a person enters the town.

Objective 2: To employ scenic highway criteria in the entry corridors where appropriate.

Goal 3: To maintain the natural environment as an integral component in Winters development.

Objective 1: To minimize the potential danger of environmental hazards through mitigational measures and by identifying areas of land use sensitivity in the General Plan and in future development proposals.

#### F. GOVERNMENT AND CONTROLS

Goal 1: To determine the most appropriate role of local government in the growth and development process.

Objective 1: To evaluate the benefits of a growth phasing program that would avoid premature, costly imbalanced growth.

Objective 2: To be sensitive to the fiscal impacts and revenue implications of growth.

Objective 3: To take leadership in the areas of economic base expansion, the provision of adequate water supplies and other community services and coordination with all levels of government having an urban responsibility of representing potential sources of local financial assistance.

Objective 4: To increase community safety in the areas of traffic and crime.

Objective 5: To continuously involve the general public in the planning process and to broaden citizen interests beyond single issues.

Objective 6: To assure fair and equitable treatment for Winters concerning county, state and federal services and facilities.

# Winters General Plan

## LAND USE ELEMENT



## I. BACKGROUND

California Government Code Section 65302(a) requires a Land Use Element which designates the proposed general distribution and general location and extent of the uses of land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas.

The Land Use Element has the broadest scope of the nine mandated elements and subsumes most of the concerns of the other elements. It plays a central role in synthesizing all land use issues, constraints and opportunities.

The Land Use Element for the Winters General Plan will:

1. Promote a balanced and functional mix of land uses consistent with community values.
2. Guide public and private investments.
3. Reflect the opportunities and constraints affecting land use identified in the other elements of the General Plan.
4. Reduce loss of life, injuries, damages to property, and economic and social dislocation resulting from flooding and safety hazards.

## II. LAND USE POTENTIALS

The Land Use Plan, as developed by the General Plan Steering Committee, will provide for a population of 15,000+ persons, along with substantial commercial and industrial opportunities. The scenario projections at maximum build out is unlikely to happen, because various parcels will not develop or develop to a lesser density. Additionally, the acreages represented in the various land use classifications are gross acreages. Residential development on the average will require 20% to 30% of its acreages to be set aside for street, parks, schools, openspace and other support facilities. Industrial and commercial developments will face similar acreage dedications at a lesser degree.

The Land Use Plan which is attached and made a part of this document provides the following gross acreages for the various land use classifications within the City limits and planning area.

TABLE 1  
LAND USE SUMMARY  
MAY 1, 1986

Land Use

	Within City (Gross Acres)		Outside City (Gross Acres)	Total (Gross Acres)
	<u>Developed</u>	<u>Vacant</u>	<u>Developed</u>	<u>Vacant</u>
<u>RESIDENTIAL</u>				
LD- Low Density	270	126	0	251 = 647
PR- Planned Residential	15	31	0	109 = 155
MD- Medium Density	20	47	0	24 = 91
HD- High Density	0	1	0	0 = 1
Former PMU-Planned Mixed (Underdeveloped)	16	0	0	0 = 16
			TOTAL	910
<u>COMMERCIAL</u>				
NC- Neighborhood	5	15	0	6 = 26
CC- Central	30	10	0	0 = 40
HSC- Highway Special	5	11	1	110 = 127
			TOTAL	193
<u>INDUSTRIAL</u>				
LI- Light	8	40	0	0 = 48
PI- Planned	0	0	0	349 = 349
HI- Heavy	12	0	0	0 = 12
			TOTAL	409
AGRICULTURE	0	0	0	1360 = 1360
OPEN SPACE - FLOOD	0	18	0	7 = 25
PARKS	6	0	0	12 = 18
PUBLIC USE	67	30	40	56 = 193
			TOTAL OF PLANNING AREA	= 3108

TABLE 1A  
 POPULATION PROJECTION  
 FOR URBAN AREA  
 (MAY 1, 1986)

	GROSS ACRES	DENSITY (Dwelling Unit)		HOUSEHOLD SIZE		POPULATI
LD- Low Density	377 270	X X	4 3	X X	3.0 2.8	= =
PR- Planned Residential	155	X	11	X	2.5	=
MD- Medium Density	91	X	15	X	2.5	=
HD- High Density	1	X	20	X	2.5	=
Former PMU- Underdeveloped	16	X	15	X	2.5	=
					TOTAL POPULATION	15,118

### III. LAND USE CLASSIFICATIONS

#### RESIDENTIAL

##### LD - Low Density Residential 1-5 Units Per Acre

The "LD" classification is intended to provide areas for detached single family homes. This classification is the predominate residential pattern in Winters at present. The lot sizes could range from 6,000 sq. ft. to 40,000 sq. ft. The density range is based on net acreages.

##### PR - Planned Residential 6-11 Units Per Acre

This land use classification is designed to accommodate planned residential developments on acreages where internal open space and amenities can be provided. The "PR" classification is primarily intended for owner-occupied units, such as zero lot line houses, townhomes, condominiums and cluster homes. Also, mobilehomes, modular, and factory built homes in either rental parks or subdivision would be appropriate through special use permit review. The "PR" classification will require that the project sites to be individually reviewed and evaluated to determine the particular density, within the permitted range, that will be applied to the particular development site. All development in this classification should be through planned development zoning. The provision for moderate price housing is one of the primary intents of this classification.

#### MD - Medium Density Residential 6-15 Units Per Acre

The medium density classification is intended primarily for multiple family dwellings such as apartments. Also encouraged are other forms of multiple ownership such as townhomes and condominiums. A high standard in project design and living amenities should be provided for this type of development. The increased density allowed in this classification should provide affordable housing to all segments of the population.

#### HD - High Density Residential 16-29 Units Per Acre

This land use classification will serve a dual purpose:

1. Recognize the density range for existing multiple lots on Grant Avenue and Wolfskill Streets, and
2. Provide for higher density residential in new development areas for special purposes.

Future consideration can be given on an individual bases to reclassified "PR" and "MD" areas to "HD" if a particular project merits the increase in density. Examples of such projects may be a senior housing complex consisting of studios, efficiency and one bedroom units.

## COMMERCIAL

### CC - Central Commercial

The established and traditional central business district of Winters that serves both a community wide and area wide trade area. The area is physically compact and more intensive than other commercial areas, offers comparable retail goods, specialized personal and professional services and the entertainment, financial and cultural center of the community.

### NC - Neighborhood Commercial

These centers are usually located at major interchange points and able to serve surrounding residential neighborhoods with a choice in retail and service needs and are essentially convenience and service in nature.

### HSC - Highway-Special Commercial

This commercial classification has a dual function - highway visitor commercial and special commercial.

Highway Visitor Commercial caters to tourist and transient traffic. Uses would include restaurants, motels, fast-food outlets, service stations, fruit and produce stands and recreational facilities.

Special Commercial would include commercial uses that are less compact and intensive than those found in the central commercial area and does not cater well to the

pedestrian shopping experience. It is characterized by larger display or storage areas, less intensive customer traffic per square foot of building space and it is vehicle oriented. Typical uses would include automotive and service outlets, heavy service outlets, home improvement and lumber outlets, paint and carpet sales, offices and limited retail uses. Major apparel, department store, discount store and discount drug outlets are allowed, but only through the use permit process to ensure compatibility.

## INDUSTRIAL

### LI - Light Industrial

The Light Industrial classification is intended to provide areas for limited types of manufacturing, distribution and industrial activities that will produce little or no odor, dust, dirt, smoke, noise, vibration, gases, heat, glare, electromagnetic interferences, sewage problems, fire, chemical hazards, etc., beyond its property line.

### HI - Heavy Industrial

The "HI" classification is intended for certain industrial uses that require special considerations due to their nature. Currently, the only area with this classification is the Mariani Nut Company and M & M Trucking properties, north of Grant Avenue on Dutton Street. Industrial areas could be reclassified to allow a particular heavy industrial use, only after careful evaluation for compatibility with City Goals and Objectives and environmental standards.

### PI - Planned Industrial

The "PI" classification comprises the majority of the new vacant and undeveloped industrial areas on the land use map. The "PI" classification is intended to provide the maximum flexibility in encouraging industrial development consistent with City criteria. No specific limitation is established on the type or size of an industrial use, but it is expected the development will be distinguished by high design standards which call for the heavy use

of landscaping and high quality site and building design standards to minimize visual, noise and other problems often associated with industrial areas. Performance standards will be used to mitigate potential nuisance problems and adequate buffers and screening will be provided for areas adjacent to residential neighborhoods.

## OTHER CLASSIFICATIONS

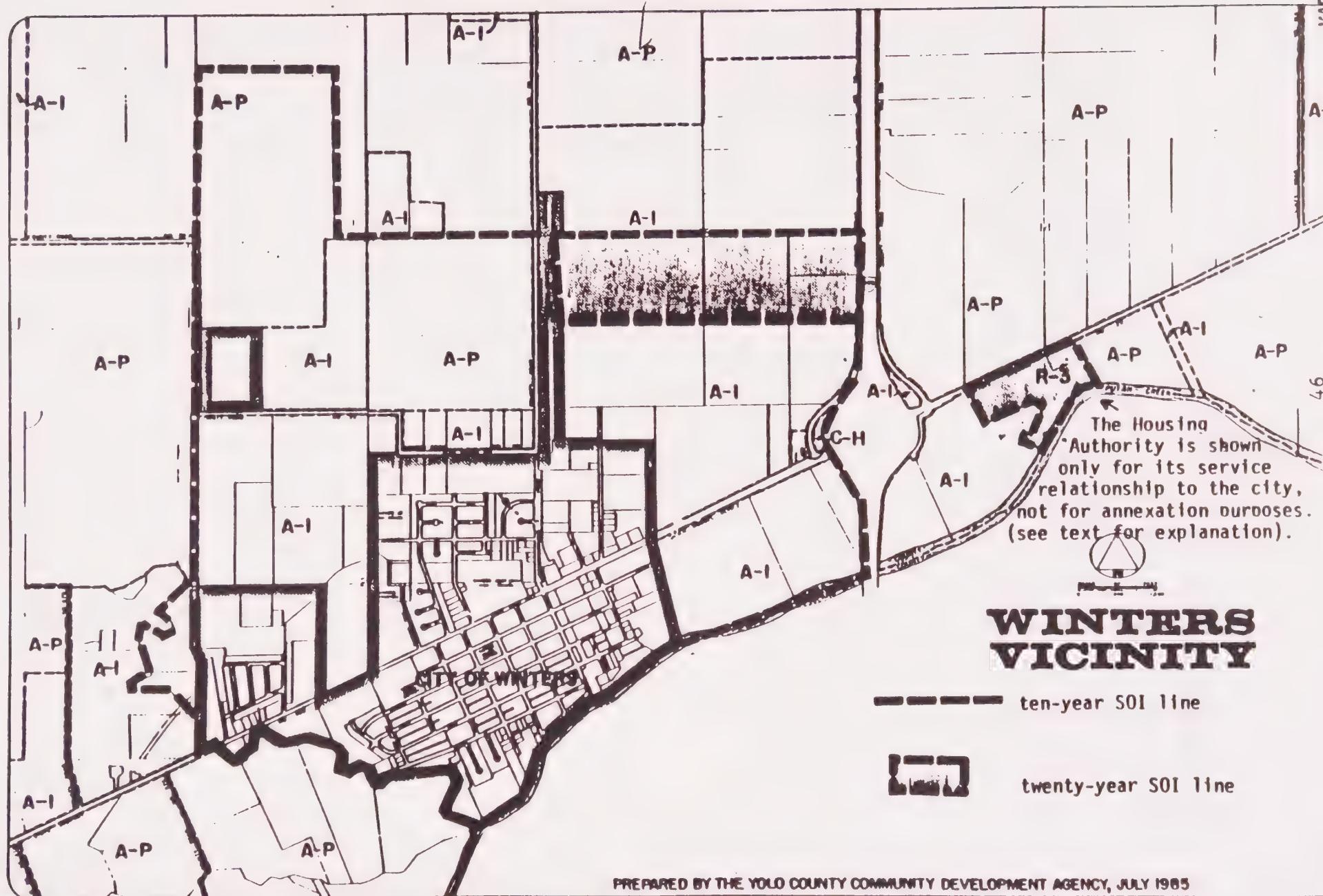
### PMU - Planned Mixed Use

This land use classification was initially applied to the area along East Street, E. Baker, E. Abbey, E. Main and E. Edwards Streets. It was replaced by residential and industrial classifications.

## SPHERE OF INFLUENCE

Figure 1 indicates the Winters' Sphere of Influence approved by the Yolo County LAFCO on April 28, 1986.

FIGURE 1 11-10a



## IV. GOALS, POLICIES AND IMPLEMENTATION

### A. Goals:

The goals and objectives for the Land Use Element are encompassed in the overall General Plan Goals and Objectives in the previous section of this document.

### B. Policies:

The Land Use Element for the Winters General Plan was developed with the primary emphasis on how the City would like to see itself in the future without a 10 or 15 year time constraint. The gradual expansion of the City, at a pace that would be within the fiscal resources of the community, along with maintaining the small town character, were the main objectives. The Land Use Plan appears ambitious - the population could triple along with greatly expanded commercial and industrial opportunities.

It should be realized that this growth will not happen overnight, but will be accomplished through a phased growth concept. This type of approach will require the infilling of vacant lands and the logical expansion of the infrastructure to meet the planned industrial, commercial and residential growth in the outlying areas.

The Land Use Element presents several alternative areas for direction of future growth. The following policies will present the basic land use philosophies for directing this growth:

1. It is realized, once a growth direction is taken, other undeveloped areas will have lesser priority, unless it can be clearly demonstrated that the supporting infrastructure can be installed and supported by the new development.
2. Priority will be given to extending the supporting infrastructure for balanced growth.
  
3. Expanding residential growth beyond the current city limits will only be considered if corresponding economic growth takes place.
4. The City, through this plan, is trying to maintain the small town atmosphere and balance residential, commercial and industrial growth.
5. All developments shall reflect a high quality of design consistent with Winters' character. New developments should occur through the planned unit development process. Variety in siting, densities and individual structure design will be encouraged.
6. All new developments will require the provision of new facilities and services to meet the increased demands. Those benefiting from the availability of the facilities and services shall participate in the cost of constructing, maintenance and operations. Schools, City Administrative Offices, Corporation Yard and Equipment, Recreational Facilities, Capital Improvements (i.e., sewer

facilities, water facilities, street improvements, traffic signals), police protection, fire protection, etc., will need to be increased commensurate with the needs created by the new development.

7. Although the City's Planning Area reflects urban development outside the current City Limits and adopted Sphere of Influence, it is the policy of the City that urban type development shall occur under municipal jurisdiction and the Sphere of Influence should be appropriately amended.

C. Implementation:

The implementation of these policies will require the following actions:

1. Capital Improvement Program shall be developed providing course of action for developing the facilities to handle the project growth and ordinances developed to provide mitigation fees to build and maintain these facilities and services.
2. Present zoning and subdivision regulations will be revised to encompass the various land use classifications with enough flexibility to permit creative design and maximum opportunities for public and City review.
3. The use of various Federal, State, and local development programs to encourage economic growth should be maximized. Industrial

Development Bonds, Tax Increment Financing, Benefit Assessment Districts, Local Development Corporation, etc., should be explored as an available alternative to induce industrial plant construction and infrastructure expansion.

4. Water service, sewage service and storm drainage will be extended as follows:

The Water Supply for the City of Winters consists of 4 municipal wells which have a capacity of approximately 5200 gallons per minute. The Storage Facilities consists of two 100,000 gallon elevated Storage Tanks, that provide a line pressure of approximately 34 psi and a 5,000 gallon pressure tank which has a static pressure of approximately 40 psi. The distribution system consists of approximately 13 miles of pipe line ranging in size from 4 inches to 12 inches in diameter.

The Water System has two pressure zones. The Westerly system known as Major Vista consists of a 600 gpm well and a 5000 gallon pressure tank and serves approximately 100 connections. This area is isolated from the rest of the system but can be served if the well is out of

service by opening a line valve.

At the present time, the Major Vista System is stressed to provide an adequate water supply on very hot summer days.

The Main System provides water for approximately 960 connections and has an adequate supply to serve approximately 500 additional connections.

To meet the demands of the proposed General Plan population of approximately 15,000, the City will need to construct the following facilities to provide adequate domestic water service and fire flows.

- 1) Construct 6 new wells with a capacity of 1500 gpm each.
- 2) Construct 2 million gallons of storage on Bigelow Hill.
- 3) Install 68,000+ feet of main distribution line.

It is assumed that these facilities will be constructed with funds derived from development fees.



The Sewage Collection System consists of approximately 11 miles of Main Sewer Line ranging in size from 6 inches to 18 inches in diameter.

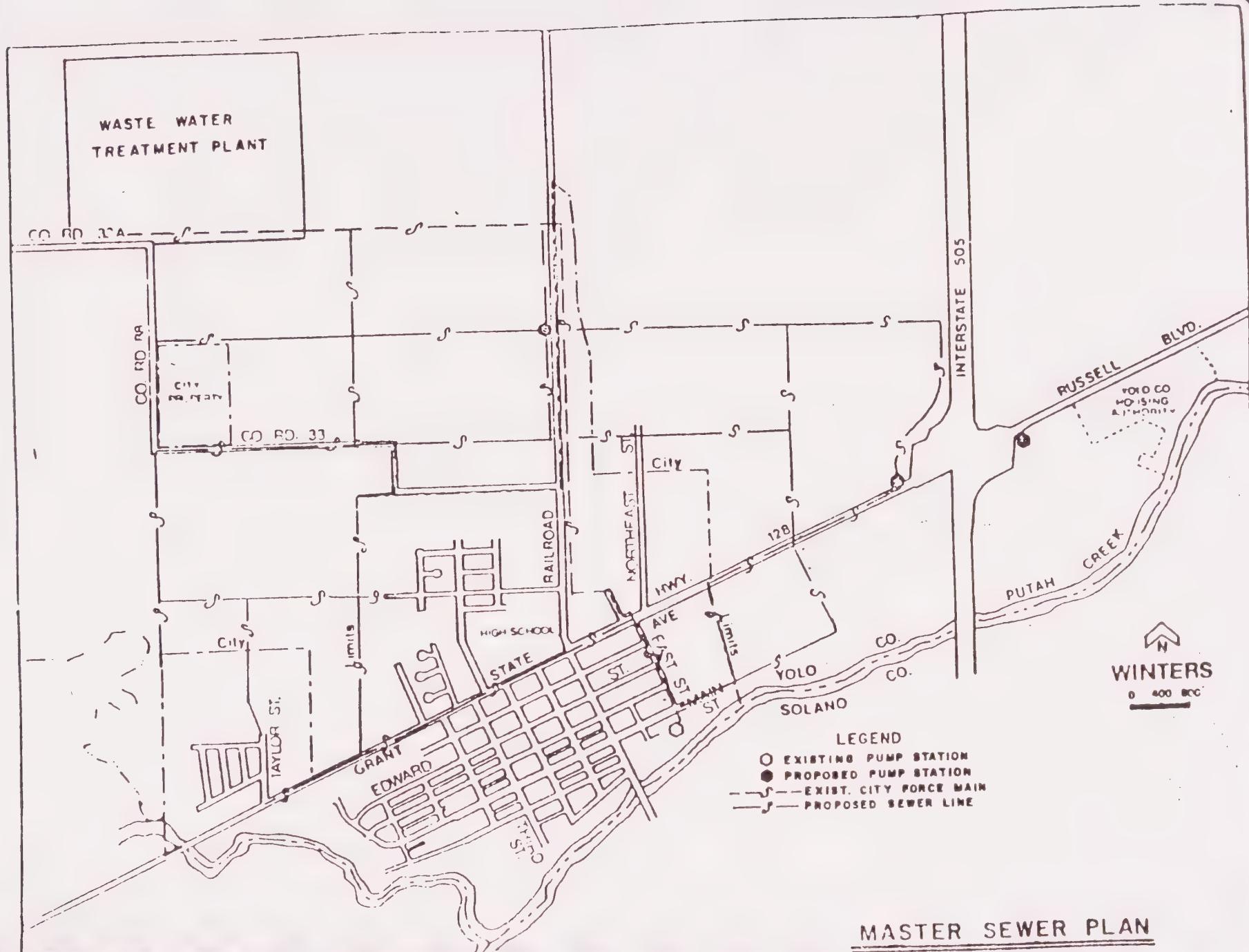
The basic system which was installed in 1912 serves the old part of town.

The collection system has some potential problems as outlined in Sewer System Survey, EPA Project No. C-06-1132 prepared by James M. Montgomery Consulting Engineers, Inc. in April 1978. The Highway 128 capacity should be solved by the developers of Dry Creek Subdivision.

The waste water is collected at the site of the Old Sewer Treatment Plant and pumped to the treatment facilities completed in 1980. The present treatment facilities has the capacity to handle a population of approximately 5,200, which must include the population of Yolo County Housing Authority's El Rio Villa Housing Center.

To meet the demands of the General Plan population of approximately 15,000+ the City will need to construct the following facilities to provide adequate waste water collection and treatment facilities.

- 1) Acquire approximately 110 Acres of land and install an irrigation system for waste water



disposal.

2) Construct approximately 48,000 feet of main sewer line.

3) Construct 3 sewage Lift Stations.

4) Repair and replace old sewer lines as problems occur.

It is assumed that these facilities will be constructed with funds derived from development fees.

The Storm Drainage System within the City of Winters does not have sufficient facilities to handle present runoff. Drainage problems have existed for many years in the Northwest and North portions of the City.

The Flood Hazard Analysis of the City of Winters, prepared by the Soil Conservation Service in 1976 delineates the problems as they existed in 1976. Since that time, the City has constructed some primary drainage lines in conjunction with the City Drainage plan, accepted by the City on August 1, 1978. These lines need to be extended per the drainage plan to alleviate additional drainage problems.

The Northeast drainage problem near the Cemetery will require a 48 inch pipe to Dry Creek.

Rancho Arroyo Unit No. 2 Subdivision is

obligated to construct a portion of this pipeline in conjunction with their development. A Zone of Benefit has been created to reimburse the developers for their cost of these drainage improvements.

The North Area of flooding is caused by the waters of Moody Slough. Moody Slough overflows due to lack of capacity and floods northern portions of Winters. The best solution to the problem seems to be the Winters Diversion, proposed by the "Investigation of Flood Problems, Chicko-miny-Moody Slough Watershed" prepared by the Yolo County Resources Conservation District and the Yolo County Flood Control and Water Conservation District in January 1982.

At the present time, the City does not have funds or a method of accumulating funds to construct the required improvements. Funds will have to be generated from an Assessment District, Government grant or make a change in the development fee structure.

II-19a

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1 CO RD. 37

City

— 1 —

TAYLOR  
GRANT  
EDWARD

CEMETERY DIVERSION

WINTERS DIVERSION

卷之三

RUSSELL  
1900  
NOV 1

B10

PUTAH CREEK

## MASTER DRAINAGE PLAN



# Winters General Plan

## HOUSING ELEMENT



## PREFACE

### CITIZENS PARTICIPATION

The Winters City Council initiated the development of the Housing Element by starting an entire revision and update of the City's 1976 General Plan, in March of 1983. An eleven member General Plan Steering Committee was appointed in April of 1983 to guide the development of the new General Plan. The Steering Committee membership consists of two Councilmen, two Planning Commissioners and seven citizens; an alternate Councilman and Planning Commissioner were also appointed.

The General Plan Steering Committee, starting in April of 1983, met once or twice a month on a regular bases to review and develop the various components and elements of the General Plan. All the Steering Committee meetings were announced in the newspaper, posted at City Hall and noticed mail to interested persons and organizations. The meetings were conducted in a workshop type atmosphere, with information and ideals exchanging freely between the Steering Committee and public in attendance. All the Steering Committee meetings for the last twelve months have been well attended by both the Committee members and interested citizens.

The Steering Committee was able to finalize their work on the Housing Element in January and February of 1984. The Steering Committee is now reviewing the remaining elements of the revised General Plan.

The Winters Planning Commission at their March, 1984 meeting conducted a public hearing on the proposed Housing Element. After reviewing the document and concluding the public hearing, the Planning Commission recommended approval of the Housing Element to the City Council.

The City Council on April 3, 1984 conducted a public

hearing on the Housing Element. No public comments were received and it appears the Steering Committee and Planning Commission have addressed most of the concerns and prepared a document that was acceptable to the citizens of Winters. After the public hearing, the City Council gave preliminary approval to the draft Housing Element and reserved formal adoptions until Housing and Community Development (HCD) review and comments on the document. Also, the new five year fair share housing allocation was not available from SACOG until mid-April, 1984. The new housing allocations will be incorporated into the Housing Element.

## HOUSING ELEMENT

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## I. INTRODUCTION

### Intent and Purpose

Housing has been and will continue to be one of the basic needs that must be provided within the community of Winters. The purpose of the Housing Element is to ensure that the housing needs of all economic segments of the community are adequately provided for. The Winters Housing Element has been designed to address the above purpose and has been prepared to conform to the requirements of AB 2853 (Government Code Section 65580, et. seq.), passed in 1980 by the State Legislature.

AB 2853 requires a housing element which consists of an identification and analysis of existing and projected housing needs with a statement of goals, policies, quantified objectives and scheduled programs for the preservation, improvement and development of housing. It also requires that housing elements be reviewed and revised at least every five years. The Legislature recognized the importance of local planning and program commitment with regard to housing and made the following findings in adopting AB 2853:

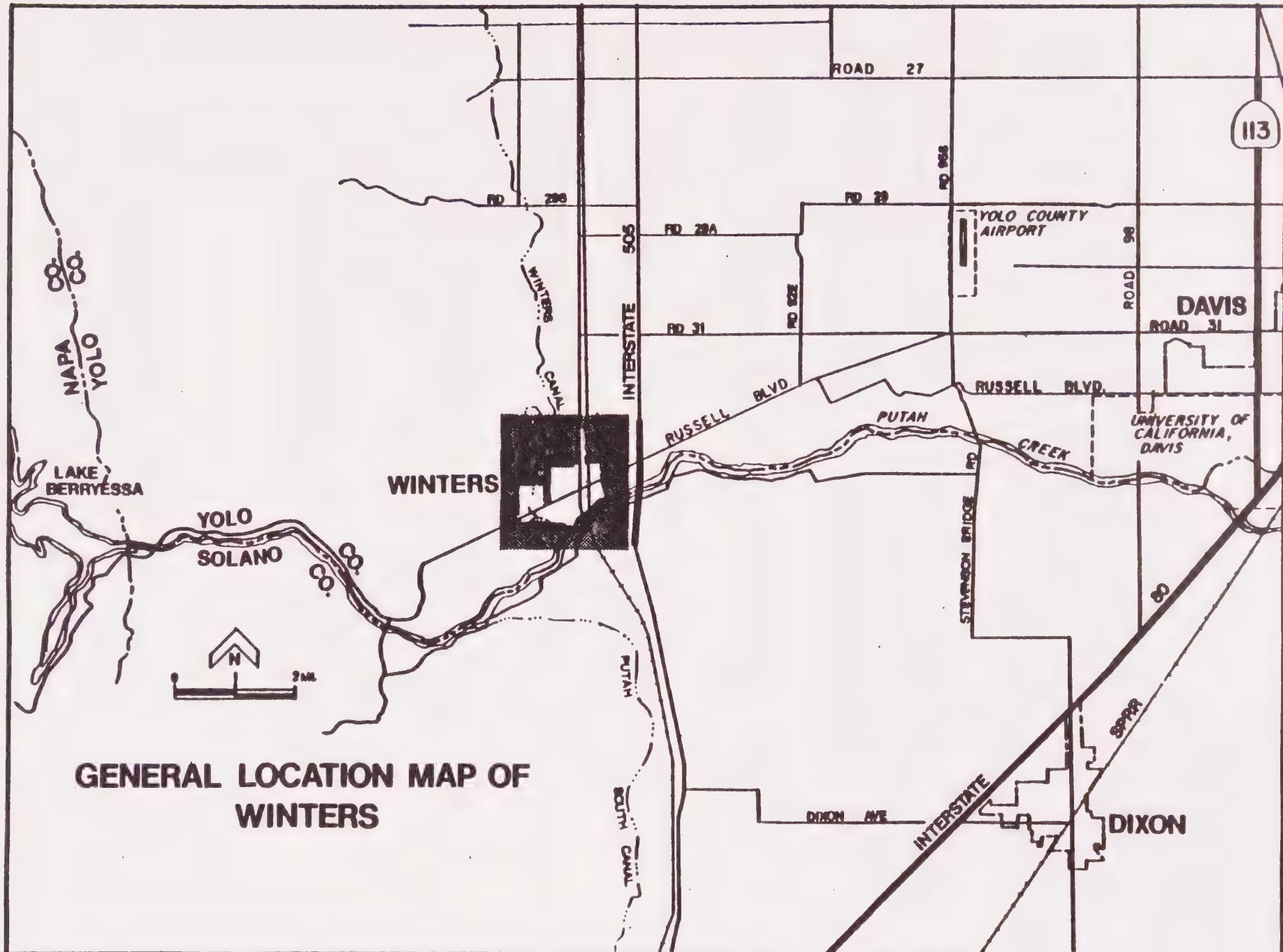
- a. The availability of housing is of vital statewide importance, and early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order.
- b. The early attainment of this goal requires cooperative participation of government and the private sector in an effort to expand housing opportunities and to accommodate the housing needs of Californians of all economic levels.
- c. The provision of housing affordable to low and moderate-income households requires the cooperation of all levels of government.
- d. Local and State governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments of the community.
- e. Local and State governments, in carrying out this responsibility, must consider economic, environmental and fiscal factors and community goals set forth in the General Plan and must cooperate with all levels of government in order to adequately address regional housing needs.

### Winters Planning Area

The City of Winters is an incorporated city located in Yolo County, approximately 7 miles east of the Monticello Dam, 30 miles west of the Sacramento Metropolitan area, and 11 miles north of Vacaville.

The elevation is about 130 feet above mean sea level, with the area generally being quite flat with a gentle upward slope to the northwest.

III-2



**GENERAL LOCATION MAP OF  
WINTERS**

## Format

The Winters Housing Element consists of three broad subject areas following this introductory chapter. Chapter II provides a detailed analysis of housing needs of the residents of the City of Winters. Within this analysis is an inventory of population, households, and housing characteristics.

Chapter III discusses housing constraints--those factors which serve as barriers to the construction of affordable housing. These include both governmental and non-governmental constraints. Included in this chapter is a discussion of the availability of land for future residential growth.

Chapter IV presents a list of goals, objectives, policies and housing programs necessary to address the housing needs of households living within the City. While goal and policy statements are general in nature, the housing programs are specific actions necessary to achieve the goal and policy statements adopted in principle.

## II. HOUSING NEEDS ASSESSMENT

### A. POPULATION TRENDS

#### Population Growth

Population in the City of Winters increased from 2,419 in 1970 to 2,652 in 1980, representing a 9.6% increase or an approximate average annual growth rate of 0.96%. In comparison, Yolo County as a whole experienced a population increase between 1970 and 1980 of 23.5%, or an average annual growth rate of 2.35%.

Table 1 compares regional growth rates. The City of Winters accounts for approximately 2.6% of the County's population.

TABLE 1

#### Population Growth Trends

	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1970-80 CHANGE</u>
City of Winters	2,419	2,528	2,652	9.6%
County of Yolo	91,778	100,783	113,374	23.5%
California	19,971,069	21,520,000	23,545,061	17.9%

Source: U.S. Census, 1970 and 1980; California State Department of Finance, Special Census, 1975.

#### Age Distribution

The age distribution among Winters' population experienced a gradual increase in the number of children and an increase in the number of elderly citizens between 1975 and 1980. In 1975, 37.5% of the total population was under 19 years of age, compared to 34% in 1980. 10.7% of the population was over 64 years of age in 1975, as compared to 12.7% in 1980. These figures reflect current trends toward a longer lifespan and fewer children per family.

Age distribution is presented in Table 2.

TABLE 2  
Age Distribution by Sex

<u>Age</u>	<u>Number</u>	<u>Percent</u>	<u>Male</u>	<u>Female</u>
0-9	374	14.1	187	187
10-19	505	19.0	253	252
20-29	394	14.9	206	188
30-39	378	14.3	183	195
40-54	398	15.0	198	200
55-64	266	10.0	135	131
65+	<u>337</u>	<u>12.7</u>	<u>153</u>	<u>184</u>
Total:	2,652	100	1,315	1,337

Source: U.S. Census, 1980.

Median Age

Median age in Winters is somewhat higher than that of the County as a whole. The median age in Winters is 31.3 years as opposed to 27.1 years for Yolo County.

Median age is illustrated in Table 3.

TABLE 3  
Median Age by Sex

	<u>POPULATION</u>	<u>MALE</u>	<u>FEMALE</u>	<u>MEDIAN AGE</u>	<u>MEDIAN AGE/MALE</u>	<u>MEDIAN AGE/FEMALE</u>
Winters	2,652	1,315	1,337	31.3	30.6	31.9
Yolo County	113,374	56,537	56,837	27.1	26.8	27.4

Source: U.S. Census, 1980.

## Ethnicity

Census figures on ethnicity for 1980 are presented in Table 4.

TABLE 4  
Ethnicity of Winters Residents

<u>RACE</u>	<u>NUMBER</u>	<u>% OF TOTAL POPULATION</u>
White	2,234	84.24
Black	1	0.038
American Indian	3	0.11
Japanese	5	0.19
Chinese	10	0.38
Asian Indian	1	0.038
Vietnamese	4	0.15
Guamanian	7	0.26
Other	<u>387</u>	<u>14.60</u>
TOTAL	2,652	100.00

There are a total of 976 persons of Spanish origin living within the City included within the race categories listed above.

Persons by age by race is presented in Table 5, and persons of Spanish origin by age by race is presented in Table 6.

TABLE 5  
Persons by Age by Race

<u>RACE</u>	<u>UNDER 5 YEARS</u>	<u>5-17 YEARS</u>	<u>18-64 YEARS</u>	<u>65 YEARS AND OVER</u>
Total	199	583	1,533	337
White	160	463	1,294	317
Black				
American Indian, Eskimo and Aleut				
Asian and Pacific Islander	2	7	16	2

Source: U.S. Census, 1980.

TABLE 6  
Persons of Spanish Origin by Age by Race

<u>RACE</u>	<u>UNDER 5 YEARS</u>	<u>5-17 YEARS</u>	<u>18-64 YEARS</u>	<u>65 YEARS AND OVER</u>
Total	95	253	548	80
White	59	143	336	64
Black	-	-	-	-

Source: U.S. Census, 1980.

## B. ECONOMIC TRENDS

### Employment

1980 Census data indicates that a total of 944 Winters residents were employed, 209 were unemployed and 797 were not in the labor force.

Table 7 illustrates employment trends for Winters residents in 1980.

TABLE 7  
Population by Sex and Employment Status

<u>SEX:</u>	<u>MALES</u>		<u>FEMALES</u>		<u>TOTAL</u>	
	<u>NUMBER</u>	<u>PERCENT TOTAL</u>	<u>NUMBER</u>	<u>PERCENT TOTAL</u>	<u>NUMBER</u>	<u>PERCENT TOTAL</u>
Employed	626	64.6	318	32.4	944	48.4
Unemployed	61	6.3	148	15.1	209	10.7
Not in Labor Force	282	29.1	515	52.5	797	40.9
<b>TOTAL:</b>	<b>969</b>	<b>100.0</b>	<b>981</b>	<b>100.0</b>	<b>1,950</b>	<b>100.0</b>
<b>TOTAL BY SEX:</b>	<b>49.7%</b>		<b>50.3%</b>		<b>100.0%</b>	
<b>UNEMPLOYMENT RATE:</b>	<b>8.9%</b>		<b>31.75%</b>		<b>18.1%</b>	

Source: U.S. Census, 1980.

The table shows a high total unemployment rate of 18.1%, with the unemployment rate for males being 8.9% and the rate for females being 31.75%.

The agricultural, retail trade and education industries employ the largest proportion of Winters residents. 1980 Census data provides the following breakdown by industry within the City.

TABLE 8  
Employment by Industry

<u>INDUSTRY</u>	<u>PERSONS EMPLOYED</u>
Agriculture, Forestry, Fisheries & Mining	138
Construction	63
Nondurable Goods Mfg.	65
Durable Goods Mfg.	75
Transportation	28
Communications & Other Public Utilities	22
Wholesale Trade	59
Retail Trade	157
Finance, Insurance, Real Estate	29
Business & Repair Services	41
Personel, Entertainment, Recreation Services	27
Health Services	48
Educational Services	97
Other Professional & Related Services	20
Public Administration	75

Source: U.S. Census, 1980.

Table 9 illustrates the number of residents by occupation.

TABLE 9  
Occupation of Winters Residents

<u>OCCUPATION</u>	<u>NUMBER</u>
Executive, Administrative, Managerial	83
Professional Specialty	76
Technicians & Related Support	18
Sales	44
Administrative Support, including Clerical	108
Private Household	
Protective Service	22
Service, except Protective & Household	99
Farming, Forestry & Fishing	110
Precision Production, Craft & Repair Services	140
Machine Operators, Assemblers & Inspectors	150
Transportation & Material Moving	39
Handlers, Equipment Cleaners, Helpers & Laborers	55

Source: U.S. Census, 1980.

### Median Income

Household income is a determining factor of housing affordability. The median family income for Winters is \$16,699, as compared to \$20,495 for Yolo County. Table 10 shows family income distribution for Winters residents.

TABLE 10

#### Annual Family Income - 1979

<u>INCOME LEVEL</u>	<u>NUMBER OF HOUSEHOLDS</u>	<u>% OF TOTAL CITY HOUSEHOLDS</u>
Less than \$2,499	25	3.47
\$2,500-\$4,999	28	3.89
\$5,000-\$7,499	49	6.81
\$7,500-\$9,999	72	10.00
\$10,000-\$14,999	133	18.47
\$15,000-\$19,999	133	18.47
\$20,000-\$24,999	91	12.64
\$25,000-\$29,999	64	8.89
\$30,000-\$34,999	53	7.36
\$35,000-\$39,999	18	2.50
\$40,000-\$49,999	43	5.97
\$50,000-\$74,999	4	0.56
\$75,000 or more	7	0.97
	720	100.00%

Source: U.S. Census, 1980.

### Income Level

The State Department of Housing and Community Development categorizes income by four income groups. These groups are defined as follows:

Very Low:	0-50% of County Median Family Income
Low:	51-80% of County Median Family Income
Moderate:	81-120% of County Median Family Income
Above Moderate:	Above 120% of County Median Family Income

According to these State definitions, the distribution of Winters population among the four identified income levels is estimated below using 1980 Census data.

TABLE 11

#### Income Level for Winters Households

<u>INCOME LEVEL</u>	<u>INCOME RANGE</u>	<u>NUMBER OF HOUSEHOLDS</u>	<u>PERCENT OF HOUSEHOLDS</u>
Very Low Income (0-50%)	\$0-\$10,248	290	31%
Low Income (51-80%)	\$10,249-\$16,396	215	23%
Moderate Income (81-120%)	\$16,397-\$24,594	200	21%
Above Moderate Income (Above 120%)	\$24,595+	234	25%

## Poverty Status

The following income thresholds were used in the 1980 Census to determine the poverty status of a given family:

<u>Size of Family Unit</u>	<u>Weighted Average Thresholds</u>
1 person (unrelated individual).....	\$3,686
Under 65 Years.....	3,774
65 Years and Over.....	3,479
2 persons.....	4,723
Householder Under 65 Years.....	4,876
Householder 65 Years and Over.....	4,389
3 persons.....	5,787
4 persons.....	7,412
5 persons.....	8,776
6 persons.....	9,915
7 persons.....	11,237
8 persons.....	12,484
9 persons or more.....	14,812

Using the above poverty threshold levels, the 1980 Census provides the following data on the poverty status of Winters residents:

### Total Population Poverty Status by Race/Ethnicity

	<u>TOTAL</u>	<u>WHITE</u>	<u>SPANISH ORIGIN</u>
Above Poverty Level	2,314	1,903	873
Below Poverty Level	291	265	102
% Below Poverty Level	11%	12%	10%

TABLE 12

### Poverty Level by Age of Householder

<u>AGE OF HOUSEHOLDER</u>	<u>FAMILIES</u>	<u>NONFAMILIES</u>
<b>Below Poverty:</b>		
Householder 15-64	66	14
Householder 65+	5	7
<b>Between 100 &amp; 124% of Poverty:</b>		
Householder 15-64	27	5
Householder 65+	16	12
<b>125% of Poverty &amp; Above:</b>		
Householder 15-64	512	106
Householder 65+	94	75

TABLE 13

Poverty Level by Age for Total Population

<u>TOTAL POPULATION</u>	<u>ABOVE POVERTY</u>	<u>BELOW POVERTY</u>
0-54	1,734	248
55-59	113	14
60-64	169	12
65+	298	17

TABLE 14

Ratio of Income to Poverty Level

Below 75% of Poverty	214
Between 75 & 124% of Poverty	225
Between 125 & 149% of Poverty	234
Between 150 & 199% of Poverty	266
200% of Poverty & Above	1,666

The proportion of Winters residents who are below the poverty status is lower than that of Yolo County as a whole, as evidenced by the following data:

## Percent of Population Below Poverty Status

	<u>Total Persons</u>	<u>White</u>	<u>Spanish Origin</u>
Winters	11%	12%	10%
Yolo County	16%	14%	19%

C. HOUSING CHARACTERISTICSHousehold Size

The median household size has decreased slightly between 1970 and 1980. In 1970, the median household size was 3.31 persons per household. The figure decreased to 2.96 persons per household in 1975 and 2.85 persons per household in 1980, indicating a trend toward smaller households. Out of 939 total households in 1980, 68 (or 7.2% of the total households) were headed by single persons.

According to the 1980 Census, 78 occupied housing units were overcrowded, representing 8.4% of the total occupied units. Overcrowded housing is defined as the number of housing units with more than 1.01 persons per room.

TABLE 15

Overcrowding

<u>PERSON/ROOM</u>	<u>OWNER OCCUPIED UNITS</u>	<u>% OF TOTAL OWNER UNITS</u>	<u>RENTER OCCUPIED UNITS</u>	<u>% OF TOTAL RENTER UNITS</u>
1.00 or less	618	93.5	233	87.0
1.01 - 1.50	31	4.7	20	7.5
1.51 or more	12	1.8	15	5.5
<b>TOTAL</b>	<b>661</b>	<b>100.0</b>	<b>268</b>	<b>100.0</b>

Source: U.S. Census, 1980.

Existing Dwelling Units

Winters is considered a rural community and, as a result, the majority of housing units have been single family homes consisting of 80% of the total housing stock. The remaining 20% consists of 10% for 2-4 unit multifamily dwellings, 2% for multifamily dwellings having five or more units, and 8% for mobile homes. Table 16 illustrates the number, type and vacancy/occupancy of residential units found within Winters.

TABLE 16

Housing by Type, Vacancy/Occupancy and Population

<u>HOUSING TYPES</u>	<u>NUMBER OF HOUSING UNITS<sup>1</sup></u>	<u>NUMBER OF VACANT UNITS<sup>3</sup></u>	<u>NUMBER OF OCCUPIED UNITS<sup>3</sup></u>	<u>HOUSEHOLD POPULATION<sup>2</sup></u>	<u>POPULATION PER HOUSEHOLD<sup>2</sup></u>
Single Family	757	39	718	2,087	2.93
2-4 Unit Multifamily	94	5	89	231	2.54
5 or More Unit Multifamily	21	1	20	181	2.53
Mobile Home	79	4	73	133	2.37
<b>TOTALS FOR CITY:</b>	<b>949</b>	<b>49</b>	<b>900</b>	<b>2,631</b>	<b>2.85</b>

<sup>1</sup>SACOG Housing Module, 1980.

<sup>2</sup>U.S. Census, 1980.

<sup>3</sup>Calculated based upon use of rates from 1980 Census applied to 1980 SACOG Housing Module data.

Between 1970 and 1980, the City experienced an approximate increase of 23% in total housing units, for an average annual growth rate in new housing of 2.3%. There was faster growth during the first half of the decade, 14.7%, than the second half, which showed only a 6.9% increase. The construction of new housing units has more than kept pace with population growth, as shown in Table 17.

TABLE 17

Population and Housing Unit Growth

	<u>1970-75</u>	<u>1975-80</u>	<u>1970-80</u>
Average Population Growth	4.5%	4.9%	9.6%
Average Housing Unit Growth	14.7%	6.9%	22.6%

Source: U.S. Census, 1980, and California State Department of Finance, Special Census, 1975.

Housing Tenure

Tenure refers to the type of household occupancy (i.e., owner-occupied versus renter-occupied housing). The ratio of owners to renters within the City appears to have increased somewhat between 1970 and 1980. In 1970, Census figures show that the owner to renter ratio for occupied housing units was 68% to 32%. In 1980, the owner to renter ratio was 71% to 29%.

TABLE 18

Housing Tenure

	<u>1970</u>	<u>% OF TOTAL</u>	<u>1980</u>	<u>% OF TOTAL</u>
Ownership	494	68%	661	71%
Rental	237	32%	268	29%
TOTAL	731	100%	929	100%

Source: U.S. Census, 1970, 1980.

Housing Values and Rent

Like most other communities in California, the cost of housing has increased dramatically in Winters. The costs of both buying and renting housing units have increased. Generally, housing costs within the State have doubled over the last five years. Between 1970 and 1980, the median value for a housing unit within the City increased from approximately \$15,300 to \$56,400, or by about 269%. Median rents have also increased during the same period, from \$79 in 1970 to \$198 in 1980, representing a 125% increase. Yet during the same period annual household median income within the City increased from only \$8,904 to \$16,669, a rate of 88%, and had not kept pace with rising costs for the average resident of Winters.

In Yolo County as a whole, new housing is priced between \$65,000 and \$100,000.\* According to the Yolo County Board of realtors, an average home that sold for \$35,000 in 1975 currently resells for \$71,000. The City of Winters' median income level is lower than that of the County as a whole, with approximately 54% of all households being considered lower income.

The problem of rising housing costs results in effectively shutting out many families from the housing ownership market, keeps more people out of the rental market, causes others to pay a high percentage of their income for housing costs, and causes overcrowding when households have to double up in order to meet expenses.

### Vacancy Rates

Vacancy rates theoretically measure the health of the housing market in a community. The vacancy rate is the percentage of the total housing stock which is available for sale or rent at any one time. The U.S. Department of Housing and Urban Development has determined that 5% is a "healthy" vacancy rate for rental units and considers 2% for ownership units to be an appropriate rate. Anything substantially less than this indicates a "tight" housing market resulting in inflated housing values.

Table 19 shows vacancy rates within Winters for both rental and ownership housing.

TABLE 19

#### Vacancy Rate by Units for Sale or Rent

Total Units	979
Vacant Units for Sale	20
Vacant Units for Rent	15
Percent Vacant	1.9%
Percent Vacant for Sale	0.75%
Percent Vacant for Rent	0.56%

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Source: U.S. Census, 1980.

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\* Yolo County Housing Element, August 18, 1981.

In addition to Census data, the Federal Home Loan Bank of San Francisco did a housing vacancy survey within Winters which indicates the following:

TABLE 20

Vacancy Rate by New & Used Units

Total Units Studied	1,163
Vacant New Units	2
% Vacant New Units	0.1
Vacant Used Units	8
% Vacant Used Units	0.7
Total Units Vacant	10
% Total Vacant Units	0.9

Source: Federal Home Loan Bank of San Francisco, Sacramento SMSA Housing Vacancy Survey, April 1982.

Both Census and Federal Home Loan Bank of San Francisco figures show vacancy rates well below the 5% level for rental and 2% for ownership units, indicating that the City of Winters is experiencing a very tight housing market.

Housing Condition

A housing condition survey was conducted on February 4, 1983. The survey was conducted visually and categorized housing units based upon criteria developed by the State Department of Finance for the 1975 Special Census. The categories are determined by the number and severity of defects. Out of a total 949 housing units (SACOG 1980 Housing Module), 30 were found to be deteriorating and in need of moderate repair. Five units were found to be unsound, requiring either extensive repair, rebuilding or demolition. Four units were determined to be of inadequate original construction. These units were constructed by the Southern Pacific Railroad as retirement housing, and are currently inhabited by retired railroad employees. The remaining 910 units were classified as being sound.

Table 21 identifies housing conditions within the City of Winters.

TABLE 21

Winters Housing Conditions-1983

<u>CATEGORY</u>	<u>UNITS</u>	
	<u>Number</u>	<u>Percent</u>
Sound	910	95.90
Deteriorating	30	3.15
Unsound	5	0.53
Inadequate Original Construction	4	0.42
<b>TOTAL:</b>	<b>949</b>	<b>100.00</b>

The survey showed that the vast majority of the other than sound units are located south of State Highway 128. The unsound and deteriorating units are widely scattered throughout this part of the City.

Table 22 illustrates the age of the Winters housing stock and Table 23 shows the status of plumbing facilities.

TABLE 22

Housing Units by Date of Construction by Occupancy

<u>YEAR HOUSING UNIT CONSTRUCTED</u>	<u>TOTAL NO. OF HOUSING UNITS</u>	<u>% OF TOTAL</u>	<u>TOTAL OCCUPIED</u>	<u>OWNER OCCUPIED</u>	<u>% OF TTL. OWNER OCCUPIED</u>	<u>RENTER OCCUPIED</u>	<u>% OF TTL. RENTER OCCUPIED</u>
1979-March 1980	13	1.3%					
1975-1978	62	6.3%	62	62	9.4%		
1970-1974	46	4.7%	46	38	5.7%	8	3.0%
1960-1969	140	14.3%	140	65	9.8%	75	28.0%
1950-1959	244	24.9%	242	208	31.5%	34	12.7%
1940-1949	88	9.0%	88	39	5.9%	49	18.3%
1939 or earlier	<u>388</u>	<u>39.5%</u>	<u>351</u>	<u>249</u>	<u>37.7%</u>	<u>102</u>	<u>38.0%</u>
TOTAL	981	100.0%	929	661	100.0%	268	100.0%

Source: U.S. Census, 1980.

TABLE 23

Year-Round Housing Units by Tenure & Occupancy

Status by Plumbing Facilities

	<u>TOTAL</u>	<u>TOTAL OCCUPIED</u>	<u>PERCENT OCCUPIED</u>	<u>RENTER OCCUPIED</u>
	<u>TOTAL</u>	<u>OCCUPIED</u>	<u>PERCENT</u>	<u>OCCUPIED</u>
Complete Plumbing for Exclusive Use	973	924	99.5	263
Lacking Complete Plumbing for Exclusive Use	6	5	0.5	5
TOTAL:	979	929	100.0	268

Source: U.S. Census, 1980.

## D. HOUSING NEEDS SUMMARY

### Need for Affordable Units

In the housing market of today, many households are finding that they cannot afford a desired type of housing unit. As mentioned earlier, while the median housing value has risen 269 percent and while median rents have risen 125 percent in Winters during the period from 1970 to 1980, median income has risen only by 88 percent during this period. 54% of the households in Winters are in the very low to low income range. Few of these households not already owning a house will be able to afford the purchase price of a new unit. There is a definite need in Winters' present housing market for more affordable housing or programs which assist in making existing units more affordable to the residents living within the City.

### Need to Protect and Conserve Existing Units

Winters has a valuable resource in its existing housing stock. As there are significant numbers of low and moderate income persons currently residing in Winters, these existing units are filling a need for many of these households. It is therefore necessary to protect these units and encourage their continued use in the housing stock.

In addition, as construction labor and material costs continue to increase, it is increasingly difficult for low or moderate income homeowners to maintain their homes and keep them in a decent and safe condition. Consequently, by deferring maintenance of these units, the condition and liveability of the units decline and the viability of the units is threatened. It is important that programs be encouraged and developed to preserve the existence of current housing stock units.

### Energy Conservation

73% of the total number of units within the City of Winters were constructed prior to 1960, and 40% were constructed prior to 1940. Due to the age of the majority of housing units, it is probable that a significant number are inadequately insulated or weatherstripped, resulting in high utility bills. Low income residents are particularly hard hit by high energy costs but are often unable to reduce these costs since they also cannot afford energy conservation retrofitting. As a result, there is a need for programs which provide for subsidies or low interest loans to low income residents for the purpose of adding insulation and weatherstripping to poorly insulated units.

### Special Housing Needs

#### Elderly Households:

The elderly population (those 65 years old and above) of Winters was 337 based upon 1980 Census figures, comprising 12.7% of the total population. 45.5% were male and 54.5% were female. Out of 235 housing units where the householder was 65 years old or older, 57 households (24%) were renters.

The distribution of households by size containing individuals aged 60 and over is shown in Table 24. 41% of those 65 years and over live by themselves.

TABLE 24

Households with One or More Persons 60 and 65 Years and Over by Persons in Household and Household Type

	60 YEARS AND OVER		65 YEARS AND OVER	
	Number	Percent	Number	Percent
1 Person Household	122	38.0	104	41.1
2 Person Household	0	0	0	0
Family Household	191	59.5	141	55.7
Non-family Household	<u>8</u>	<u>2.5</u>	<u>8</u>	<u>3.2</u>
TOTAL:	321	100.0	253	100.0

Source: U.S. Census, 1980.

The 57 elderly households who rent are the major concern with regard to elderly housing needs. Many of the elderly are on fixed incomes, and are therefore often unable to afford rental increases.

Handicapped Individuals:

The major problems with regard to handicapped individuals is the affordability and accessibility of housing units. Consideration of such items as ramps, doorways, size and layout of bathroom and kitchen facilities is of primary importance.

While there is no specific indication of the total number of handicapped individuals living in the City of Winters having special housing needs, 1980 Census data indicates that there were 93 persons prevented from working due to a work disability and 48 persons having a public transportation disability.

Large Families:

While not all households are families, size of families can be assumed to be related to persons per household unit. Table 25 shows that 14.9% of Winters households had 5 or more people sharing one unit. 12.3% of these households were in rental units.

TABLE 25

Occupied Housing Units by Persons Per Unit by Tenure

	<u>TOTAL</u>	<u>% OF TOTAL</u>	<u>RENTER OCCUPIED</u>	<u>% RENTER OCCUPIED</u>
1 Person	176	18.9	74	27.6
2 Persons	314	33.8	76	28.4
3 Persons	162	17.4	52	19.4
4 Persons	139	15.0	33	12.3
5 Persons	78	8.4	21	7.8
6 or More Persons	<u>60</u>	<u>6.5</u>	<u>12</u>	<u>4.5</u>
TOTALS:	929	100.0	268	100.0

Source: U.S. Census, 1980.

### Farm Laborers:

There is no available information for the Winters area pertaining to the number of farmworkers with housing needs. Yolo County has two migrant housing centers which contain a total of 163 units. In addition, it is estimated that there are between 25 and 35 private camps within the unincorporated portions of the County.\* These private facilities range from family housing units for permanent workers to barracks type facilities for temporary laborers.

### Female Heads of Household:

According to the 1980 Census data, there were 120 one-person female households and 58 female householders with two or more related persons and no husband. One person households make up 12.9% of the total household figure, while female householders with two or more persons present made up 6.2% of the total households.

Most of the female householders with related persons had children under the age of 18. These families amounted to 70% of such households. A detailed assessment of unmet housing needs for this group cannot be performed due to lack of available data. However, it would appear that low incomes and high rental costs coupled with a higher incidence of child rearing without a spouse present create a severe burden for female heads of households in general.

### Projected Housing Needs

The Regional Housing Needs Allocation Memorandum prepared by SACOG (December 1982) has projected the need for housing by income category. Housing needs are distributed among the four state defined income levels as follows:

<u>INCOME CATEGORY</u>	<u>1980</u>	<u>% 1980</u>	<u>1986</u>	<u>% 1986</u>	<u>1980-86 INCREASE</u>	<u>% OF INCREASE</u>
	<u>TOTAL</u>		<u>TOTAL</u>			
Very Low	298	32	339	28	41	14.3
Low	177	19	219	18	42	14.7
Moderate	205	22	275	22.5	70	24.5
Above Moderate	251	27	384	31.5	133	46.5
Total:	931	100%	1,217	100.0%	286	100.0%

Added to the 286 additional units needed between 1980 and 1986 would be the replacement of 5 existing unsound units and 60 additional units to provide for a 5% vacancy factor. This would bring up the total number of housing units needed by 1986 from 286 to 351.

Since 1980, a number of federally subsidized housing units have either been constructed or approved for construction. These include a total of 86 multifamily units constructed through the Farmer's Home Administration's 515

\*Yolo County Housing Element, August 18, 1981.

Program, which provides rent subsidies for low income persons, and 22 moderately priced single family residential units financed through the Farmer's Home Administration's 504 Program. The City has also recently approved a 148 single family residential subdivision with housing in the \$65,000 to \$100,000 price range to be constructed over the next five years. In total, these units will go a long way toward satisfying the City's 1986 projected housing needs.

In addition to new unit construction, eight families receive rental assistance for existing housing units within the City through the U.S. Department of Housing and Urban Development's Section 8 Rental Assistance Program.

### III. HOUSING CONSTRAINTS

#### A. GOVERNMENTAL CONSTRAINTS

Governmental policies and regulations can constrain future residential development to varying degrees by imposing requirements and limitations on such development. These actions in turn can affect the cost of housing. Generally, these government constraints include land development controls, development processing procedures and fees, requirements for the provision of services and facilities, and the amount of vacant land zoned for residential use.

##### Land Development Controls

Land development controls include policies and regulations contained in the City's General Plan, subdivision and zoning ordinances, and building codes. Generally, City land use controls are not a constraint to housing development either through zoning requirements or building code enforcement. While Winters enforces building codes to maintain health and safety standards, such enforcement is not perceived to be a constraint to the development or rehabilitation of housing.

The City's zoning ordinance provides for minimum lot sizes in all residential zones which are small enough so as not to restrict affordable housing. The minimum lot sizes for the City's four residential zone classifications are as follows:

<u>Zone</u>	<u>Minimum Lot Size</u>	<u>Minimum Building Area Per Dwelling Unit</u>
R1-Single Family	6,000 square feet	N/A
R2-Two Family	6,000 square feet	N/A
R3-Medium Density	7,000 square feet	1,500 square feet
R4-High Density	6,000 square feet	1,000 square feet

The City's zoning ordinance allows for mobile homes, mobile home subdivisions, and trailer parks as a conditional use in both the R3-Medium Density residential zone and the R4-High Density residential zone. The City could take action to designate a separate zoning classification for mobilehome parks or subdivisions which would prohibit any changes in land use and would therefore preserve the future use of such land exclusively for mobile homes.

The City recently enacted an ordinance providing for either a density bonus or at least two other incentives for developers who agree to construct at least 25 percent of the total units of a housing development consisting of five or more units for persons and families of low or moderate income. Winters does not have and is not considering any form of growth management ordinance at this time.

##### Development Processing Fees

Development processing and permit fees add to housing project costs. Recent estimates indicate that approximately 5 to 6 percent of the total price of a typical single family unit are for permit and hookup fees. Table 27 illustrates the building fees for a 1,250 square foot wood frame single family dwelling. Most of the fees are based upon either the valuation of the unit or

its square footage. However, water and sewer hookup fees are charged at the time of installation, and range from about 400 to 700 dollars depending upon the cost of materials and labor.

Table 27

PERMITS AND HOOK-UP FEES - 1984

Issue Permit	\$238.00
Plan Check	158.00
Construction Water	28.00
Earthquake Instrumentation	2.80
Capital Improvement Fee	600.00
Development Fee	600.00
Tree	25.00
School Impact Fee	<u>900.00</u>
	Total Building Fees - \$2,551.00
Mechanical Permit	\$28.75
Electrical Permit	41.25
Plumbing Permit	41.25
Sewer and Water Hook-up (Average)	<u>500.00</u>
	Total All Fees - \$3,163.00

\*Fees based upon house size of 1,250 sq. ft.,  
valued at \$40,000.00

Processing fees and length of time required are as follows:

<u>Action</u>	<u>Fees</u>	<u>Average Processing Time</u>
Use Permit	\$120	4-6 weeks
Variance	\$120	4-6 weeks
Rezoning	\$250	8 weeks
General Plan Amendment	\$400	12-16 weeks
Tentative Subdivision Map	\$200 plus \$5/lot	16 weeks
Parcel Map	\$50 plus \$5/1,000 sq. ft. over 6,000 sq. ft.	6-8 weeks
EIR	(EIR preparation is the responsibility of the developer)	

The time required to process residential projects depends upon the size and scope of the project. Any time delays in processing can ultimately result in added housing costs. While the City of Winters attempts to process development applications in a timely and efficient manner, some delays are outside the control of the City. Delays in processing can occur if environmental review, pursuant to the California Environmental Quality Act (CEQA), requires an EIR to be prepared. At times, approval from other agencies such as LAFCO or the State may also be required for certain types of projects.

## Land Supply

There exists within the City Limits a sufficient amount of vacant residentially zoned land to more than provide for projected housing needs within the 5-year timeframe of this Element. A vacant land survey conducted on February 4 and 7, 1983, showed that over 200 acres of residential land was vacant. To estimate the maximum number of dwelling units which could be constructed on this land, 20 percent was subtracted to arrive at a net acreage figure. This 20 percent was to provide for necessary infrastructure such as streets, sidewalks, and utility easements. Next, land necessary for City required yard and parking requirements was also subtracted for all zones which allow for more than one unit to be constructed per lot.

Once this land is subtracted from the gross average, there remains enough land for the construction of more than 1,500 dwelling units, provided they are constructed at the maximum density allowed in each zoning classification. While it is unrealistic to assume that such maximum build out will occur, even at lower building densities than permitted, the City could easily provide for more than twice the number of existing residential units with available vacant land.

Table 28 illustrates the amount of vacant land remaining in each residential zone classification, and the maximum number of dwelling units which could be constructed in each zone.

TABLE 28

### Vacant Land and Maximum Dwelling Units at Build-Out

ZONE	MINIMUM LOT SQUARE FOOTAGE	NUMBER OF LOTS PER ACRE	VACANT LAND-GROSS ACREAGE	VACANT LAND-NET ACREAGE <sup>1</sup>	MAXIMUM NUMBER OF LOTS	MAXIMUM NUMBER DWELLING UNITS
R1-Single Family Residential	6,000	7.26	138.5	110.8	804	804
R1-Single Family Residential	7,500	5.8	20	16	92	92
R1-Single Family Residential	9,000	4.84	16.4	13.12	63	63
R2-Two-Family Residential	6,000	7.26	0.46	0.46 <sup>2</sup>	3	6
R3-Medium Density Residential	7,000	6.22	16.17	12.94	80	260 <sup>3</sup>
R4-High Density Residential	6,000	7.26	9.9	7.92	57	356 <sup>4</sup>
TOTAL	N/A	N/A	201.43	161.24	1,099	1,581

<sup>1</sup>20% subtracted from gross acreage to allow for infrastructure requirements.

<sup>2</sup>No subtraction for infrastructure since remaining vacant R-2 land is within part of the City served by infrastructure.

<sup>3</sup>Once land required for yard and parking space subtracted, 3.25 dwelling units can be constructed per lot.

<sup>4</sup>Once land required for yard and parking space subtracted, 6.25 dwelling units can be constructed per lot.

It should be noted that to increase the available supply of vacant land suitable for moderate income housing development, the City recently downzoned 20 acres of land from R1 - 7,500 square feet per lot minimum to R1 - 6,000 square feet minimum. An additional 15 acres is currently being considered for downzoning from 7,500 to 6,000 square feet minimum.

While duplexes are allowed in both R3 and R4 Districts, there is a severe shortage of land zoned for R2 two family purposes. Only 0.46 acres of such land remain undeveloped within the City.

Table 28A provides an analysis of the residential potential based on the new Land Use Element residential classifications for the Winters Planning Area.

It should be noted Table 28 analysis indicated a severe shortage of duplex zoned lands in Winters. This shortage has been addressed in the revised Land Use Element. Twenty Seven (27) acres of vacant land within the City Limits will be classified as "Planned Residential", with a density range of 6-11 units per acre. This density range would be suitable for duplexes, cluster homes, patio/garden homes and zero lot line houses. Additionally, the City has recently enacted a "Granny Flat" ordinance which will allow on a limited basis a second living unit on a single family lot.

TABLE 28A

## LAND USE PROJECTION

	GROSS ACRES	DENSITY (Dwelling Unit)		HOUSEHOLD SIZE		POPULATION
LD- Low Density	377	X	4	X	3.0	= 4524
	270	X	3	X	2.8	= 2268
PR- Planned Residential	151	X	11	X	2.5	= 4153
MD- Medium Density	63	X	15	X	2.5	= 2363
HD- High Density	1	X	20	X	2.5	= 50
					TOTAL POPULATION	13,358

## Public Services

Cities and Counties have found it increasingly difficult to bear all of the costs of providing public services, especially since the passage of Proposition 13. As a result, the cost of public services is often being transferred to developers. The result often adds to increased housing costs for both the buyer and renter.

In Winters, developers are responsible for road construction, extension, (and, at times, enlargement) of water and sewer lines, provision of drainage system, sidewalks and street lights. Large developments may also be required to provide new water wells as needed. In addition, the City imposes a \$900 school impact fee due to the fact most school facilities within the Winters Joint Unified School District are close, and in some cases over, student capacity.

A new sewage treatment facility was completed in 1979 and, as a result, sewage treatment capacity is not perceived to be a constraint to housing development through the timeframe of this Housing Element. While new water wells may have to be provided as the community grows, the groundwater supply is considered adequate to accommodate future growth within the City.

## Redevelopment Potential

Since there exists within the City a relatively few number of deteriorating or unsound units, and since those that do exist are widely scattered throughout the City as opposed to being concentrated in a given area, it is unlikely that the redevelopment process could be an efficient tool for upgrading the number and quality of housing units within Winters. Additionally, the fact that there exists a large supply of vacant residentially zoned land to which public services can be reasonably provided makes redevelopment an even less attractive option.

## B. NON-GOVERNMENTAL CONSTRAINTS

Major factors which can result in private market constraints to the provision of affordable housing include the availability of financing; material, labor and construction costs; and land prices. Table 29 illustrates the share of major cost components for various types of residential units within Yolo County as a whole.

TABLE 29

**Share of Major Cost Components in the  
Purchase Price of a Residential Unit in Yolo County**

<u>ITEM</u>	<u>SINGLE FAMILY UNIT</u>	<u>MULTI FAMILY UNIT</u>	<u>MOBILE HOME</u>
Materials, Labor & Construction	56.0	71.8	61.8
Raw Land	7.0	6.5	19.8
Interest	5.0	8.3	
Infrastructure	12.9	1.8	
Foundation Cost			7.4
Building Permits & Fees	6.2	0.7	0.5
Profit, Marketing & Overhead	12.4	10.1	6.5
Setup & Transportation Fees			4.0
Other	0.5	0.8	
<b>TOTAL:</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: Yolo County Housing Element, August 18, 1981.

Availability of Financing

Financing problems are a major element of the current housing affordability crisis. High interest rates have produced chaos in the financial sector and have severely impacted the final selling or rental price of residential units. Interest rates impact sales or rental prices in two distinct ways. The first is in the interest cost of the construction loan itself. Usually, a developer obtains construction financing for a one-year term at interest rates equal to or exceeding the prime interest rate. The cost of borrowing money is then passed on to the buyer in the form of a higher selling price for the unit.

The second way in which interest rates affect price is the rate at which a prospective homeowner can borrow in order to secure a mortgage on the property. As illustrated in Table 30, with a 14% interest rate, households would be required to pay a monthly mortgage payment of \$474 on a \$50,000 home (assuming a 20 percent downpayment) over a 30-year amortization period. The same home would require a monthly mortgage payment of only \$351 if a 10% mortgage interest rate prevailed.

Another major problem is the downpayment required on a conventional home loan. Usually a downpayment of 20% of the purchase price is required for home ownership. While existing homeowners may have built up equity over a period of years and can use it for a downpayment in order to move up to a larger home, young families or individuals entering the home market for the first time may find it difficult, if not impossible, to acquire the necessary capital for a downpayment.

TABLE 30

**Monthly Mortgage Payment  
(Principal and Interest)  
30-Year Amortization**

PRICE OF HOME	\$50,000				\$75,000				\$100,000			
	0%	5%	10%	20%	0%	5%	10%	20%	0%	5%	10%	20%
PERCENTAGE DOWN	0%	5%	10%	20%	0%	5%	10%	20%	0%	5%	10%	20%
INTEREST RATE	0%	5%	10%	20%	0%	5%	10%	20%	0%	5%	10%	20%
9.0%	402	382	362	321	603	571	543	483	805	764	724	644
9.5%	420	382	378	336	630	599	567	504	841	799	757	673
10.0%	439	417	395	351	658	625	592	526	878	834	790	702
10.5%	457	435	412	366	686	652	617	549	915	869	823	732
11.0%	476	453	429	381	714	679	643	571	952	904	857	762
11.5%	495	471	446	396	743	708	664	594	990	941	891	792
12.0%	514	489	463	411	771	733	689	617	1029	977	926	823
12.5%	534	507	480	427	800	760	715	640	1067	1014	961	854
13.0%	553	526	498	442	830	785	741	664	1106	1051	996	835
13.5%	573	544	515	458	859	813	767	687	1145	1089	1030	916
14.0%	592	563	533	474	889	841	782	711	1185	1110	1067	949
14.5%	612	582	551	490	918	869	820	735	1225	1164	1103	980

Source: Comprehensive Mortgage Tables Publication No. 492, Financial Publishing Company, No. 82 Brookline Avenue, Boston, Massachusetts.

#### Price of Land

Land prices for single family dwelling construction within the Winters area are roughly comparable to those of other urbanized areas within Yolo County. The cost of land within Winters and the surrounding area is approximately \$20,000 - \$25,000 per acre for single family dwelling construction. Similar land goes for \$25,000 - \$30,000 in the West Sacramento area, \$25,000 - \$35,000 for the Davis area, and \$20,000 - \$25,000 within the Woodland area.\*

#### Construction Materials and Labor Costs

Within Yolo County as whole, construction materials and labor costs together represent an estimated 56% of the final purchase price of a residential unit. If the material costs and labor are separated, between 60 to 65% of the material-labor costs would be spent on materials. Construction and labor costs have both risen substantially over the past few years. Material costs for the construction of residential housing has increased an average of over 53% between early 1975 and July of 1980. Labor costs associated with residential construction have risen by more than 100% between 1973 and 1980 in many of the basic pay scales for union construction personnel.\*

\*Figures from Yolo County Housing Element, August 18, 1981.

## REGIONAL HOUSING ALLOCATION-WINTERS' FAIR SHARE

Section 65583 of the California Government Code requires quantification of the City's existing and projected housing needs for all income levels in the Housing Element. The basis for the fair share allocation for Winters is from "The Regional Housing Needs Allocation Plan" prepared by the Sacramento Area Council of Government. The end result of the SACOG "Regional Housing Needs Allocation Plan" is the number of households projected to reside in each jurisdiction in the year 1990. These households are then distributed into four categories as follows:

TABLE 31  
HOUSEHOLD INCOME CATEGORIES

Median Family Income: \$16,004

<u>Income Category</u>	<u>Percentage</u>
Very Low	0-50% of Median Family Income
Low	51-80% Median Family Income
Moderate	81-120% Median Family Income
Above Moderate	Above 120% Median Family Income

Through a series of formulas with adjustments for existing housing conditions, income levels and census information, an attempt was made to distribute all levels of new housing equally throughout the region (See Table 32).

REGIONAL HOUSING NEEDS ALLOCATION BY JURISDICTION

JURISDICTION: Yolo County Unincorporated

Income Category	% of 1983		% of 1990		1983-90	% of Increase
	1983	Total	1990	Total	Increase	Increase
Very Low	6,138	38.1	6,527	34.2	389	13.0
Low	3,254	20.2	3,740	19.6	486	16.3
Moderate	2,771	17.2	3,655	19.1	884	29.6
Above Mod.	3,947	24.5	5,175	27.1	1,228	41.1
<b>TOTAL</b>	<b>16,110</b>	<b>100.0</b>	<b>19,097</b>	<b>100.0</b>	<b>2,987</b>	<b>100.0</b>

JURISDICTION: Davis

Income Category	% of 1983		% of 1990		1983-90	% of Increase
	1983	Total	1990	Total	Increase	Increase
Very Low	5,534	37.3	6,039	33.7	505	16.3
Low	2,492	16.8	3,194	17.8	702	22.7
Moderate	2,596	17.5	3,467	19.3	871	28.1
Above Mod.	4,213	28.4	5,231	29.2	1,018	32.9
<b>TOTAL</b>	<b>14,835</b>	<b>100.0</b>	<b>17,931</b>	<b>100.0</b>	<b>3,096</b>	<b>100.0</b>

JURISDICTION: Woodland

Income Category	% of 1983		% of 1990		1983-90	% of Increase
	1983	Total	1990	Total	Increase	Increase
Very Low	3,052	27.3	3,966	28.5	914	33.7
Low	2,023	18.1	2,570	14.5	547	20.1
Moderate	2,560	22.9	3,071	22.1	511	18.8
Above Mod.	3,543	31.7	4,287	30.9	744	27.4
<b>TOTAL</b>	<b>11,178</b>	<b>100.0</b>	<b>13,894</b>	<b>100.0</b>	<b>2,716</b>	<b>100.0</b>

JURISDICTION: Winters

Income Category	% of 1983		% of 1990		1983-90	% of Increase
	1983	Total	1990	Total	Increase	Increase
Very Low	322	31.4	391	30.6	69	27.7
Low	252	24.5	277	21.7	25	10.0
Moderate	202	19.7	261	20.5	59	23.7
Above Mod.	251	24.4	347	27.2	96	38.6
<b>TOTAL</b>	<b>1,027</b>	<b>100.0</b>	<b>1,276</b>	<b>100.0</b>	<b>249</b>	<b>100.0</b>

#### IV. HOUSING PLAN

Many of the constraints to the preservation, improvement, and development of affordable housing are a product of the National economic situation and private market constraints. While the City of Winters recognizes its responsibility to promote and facilitate adequate housing which meets the needs of all economic sectors of the community, it is also cognizant of the fact that many of the solutions to housing problems are outside of the control of the City.

The goals, policies and housing programs outlined in this plan represent a good faith effort by the City to provide for housing needs within the community, given the limited resources and powers at its disposal. The attainment of many of the goals which follow necessitates funding which is uncertain at this time, and a commitment from the City to adopt and implement the housing programs must recognize this fact and modify portions of this Element when program funding changes occur.

##### A. GOALS

The intent of this Housing Plan is to ensure that the housing needs of all economic segments of the community are adequately provided for. The housing goals for the City of Winters are to:

1. Protect and conserve the existing housing stock while ensuring that necessary health and safety requirements are met.
2. Achieve a balanced housing market by increasing housing opportunities for all current and future City residents.
3. Encourage provision of affordable housing for all segments of Winters' population.
4. Insure that all City residents have equal housing opportunities.
5. Maintain and encourage a variety of housing types and tenure within the City.
6. Promote coordination of housing programs between the City of Winters, the Yolo County Housing Authority, citizens groups and the private sector.
7. Encourage energy conservation measures in new housing.

##### B. OBJECTIVES

In order to achieve the above goals, the City will strive toward meeting the following objectives to the maximum extent feasible through 1986.

1. Promote construction of 351 new housing units. Of the new units constructed, 50 should be for very low income households, 52 should be for low income households, 86 units for moderate income households, and 163 units for above moderate income households. Of the total units constructed, 123 units should be available for rent.

2. Promote the conservation and rehabilitation of 30 deteriorating units.

### C. POLICIES

#### Housing Supply:

1. Encourage production of new residential units for sale and for rent that provide a choice of housing type, density, and cost.
2. Encourage a continually expanding supply of ownership and rental housing for existing and future City residents.
3. Support and facilitate the development of affordable housing units by private entities.
4. Discourage condominium conversions of existing rental units if such conversions will adversely affect the supply of affordable rental units.
5. Fulfill, to the extent possible, local identified housing needs, including regional share responsibilities.
6. Ensure, within the framework of existing service constraints, the provision of urban services for future residential development.

#### Housing Affordability:

1. Encourage the production of affordable rental and ownership housing for low and moderate income households.
2. Assist and cooperate with non-profit, private and public developers of low and moderate income housing units to help reduce their development costs.
3. Ensure provision of adequate sites for future affordable housing.
4. Encourage participation of the private sector in attaining affordable housing goals.
5. Continue and expand where possible the use of Federal and State housing assistance programs.

#### Protect and Conserve Existing Housing Stock:

1. Support the rehabilitation of both owner-occupied and rental housing units throughout the City, while maintaining their affordability.
2. Improve code enforcement activities and achieve code compliance aimed at upgrading existing residential housing units.
3. Identify and obtain any available State and Federal funding for the rehabilitation of existing housing units.

Special Housing Needs:

1. Encourage fair housing practices throughout the City.
2. Encourage the provision of housing opportunities for those residents of the City who have special housing needs, including the elderly, handicapped, and large and small families.

Interjurisdictional Cooperation and Coordination:

1. Participate in and help coordinate intergovernmental agency efforts which address housing issues.

Energy Conservation:

1. Participate with other local, State and Federal agencies, public utilities and community organizations to implement energy conservation programs.

## HOUSING PROGRAMS

### Housing Supply:

The intent of the programs outlined below is to provide a range of housing choices, a better mixture of housing types, more apartment and rental units, and enough larger units to eliminate overcrowding.

Program 1: Help identify, facilitate and solicit Federal and State funding, if available, for the construction of rental apartment units and low and moderate single-family units.

Responsibility of: City Manager, Yolo County Housing Authority.  
Timeframe: Yearly.  
Funding Source: City budget, Yolo County Housing Authority operational budget.

Program 2: Provide provisions in the zoning ordinance to allow mobile-home parks and subdivisions in the various residential zoning districts through a use-permit procedure. Proposed mobile home parks and subdivisions will be evaluated on an individual basis and the density range will be established by the underlying zoning and General Plan classification.

Responsibility of: Planning Commission, City Council.  
Timeframe: 1984-1986  
Funding Source: City Budget.

Program 3: Include in the subdivision ordinance a requirement that no designated mobile home park can be converted to condominiums or cooperative projects unless 2/3 of existing tenants agree to such a conversion.

Responsibility of: City Attorney, Planning Commission, City Council.  
Timeframe: 1984-1986  
Funding Source: City Budget.

### Housing Affordability:

These programs are directed toward providing affordable housing to City residents who are of low or moderate income.

Program 4: Identify, facilitate and solicit Federal and State funding assistance, if available, for mortgage assistance and rent subsidies.

Responsibility of: City Manager, Yolo County Housing Authority.  
Timeframe: Yearly.  
Funding Source: City budget, Yolo County Housing Authority operational budget.

Program 5: The City will establish a program to periodically review the General Plan to ensure the document meets the City's current needs. One of the elements for the periodic review will be the continuous monitoring of the availability and usage of the lands in the various residential density classifications.

Responsibility of: Planning Commission, City Manager  
Timeframe: Annually  
Funding Source: City budget.

Program 6: Amend the City's condominium conversion ordinance to include:  
- The latest provisions which addresses the rights of tenants;  
- A minimum multi-family vacancy rate requirement to be met prior to approval for conversion; and  
- Commitment to provide ownership opportunities for low and moderate income residents.

Responsibilities of: City Attorney, Planning Commission, City Council.  
Timeframe: 1984-1986  
Funding Source: City Budget

#### Protect and Conserve Existing Housing Stock:

These programs address the problem of rehabilitating sub-standard housing and the need to maintain existing housing units.

Program 7: Prior to the next funding cycle, apply for small Community Development Block Grant funding for the purpose of rehabilitating those housing units within the City which are deteriorating.

Responsibility of: City Manager.  
Timeframe: 1984-1986  
Funding Source: City budget.

Program 8: Encourage maximum utilization of any additional Federal and State funds for low interest loans and grants for the rehabilitation of ownership and rental properties.

Responsibility of: City Manager, Yolo County Housing Authority.  
Timeframe: Yearly.  
Funding Source: City budget, Yolo County Housing Authority operational budget.

### Special Housing Needs:

The following programs are supplemental to those previously identified for increasing housing opportunities. They are directed toward those residents within Winters who have special housing needs, such as the elderly and handicapped, single parent, and large families.

Program 9: Encourage maximum use of available public and private funds to help provide for the special housing needs of the elderly, handicapped, single parent, and large families.

Responsibility of: City Manager, Planning Commission,  
City Council, Yolo County Housing Authority.  
Timeframe: Yearly.  
Funding Source: City budget.

Program 10: Distribute available housing subsidies to available sites in neighborhoods throughout the City to avoid the formation of concentrations of such housing.

Responsibility of: City Council, Yolo County Housing Authority.  
Timeframe: Ongoing.  
Funding Source: City budget, Yolo County Housing Authority operational budget.

Program 11: Adopt a policy prohibiting discriminatory and unfair housing practices within the City. A procedure should be developed to provide for a mechanism through which aggrieved parties can notify the City of unfair housing practices and through which the City can in turn contact the appropriate local, state, or federal agencies.

Responsibility of: City Attorney, Planning Commission, City Council.  
Timeframe: 1984-1986  
Funding Source: City budget.

### Interjurisdictional Cooperation and Coordination:

These programs are intended to stimulate policy coordination between governmental agencies and special districts, whose decisions may affect housing development. The concern regarding the need for long range service planning is also addressed.

Program 12: Cooperate to the maximum extent feasible with all public agencies, special districts, non-profit housing organizations, and local lending institutions in mutual efforts to provide affordable housing.

Responsibility of: City Manager, Planning Commission, City Council.  
Timeframe: Ongoing.  
Funding Source: City budget.

Program 13: Prepare and utilize a format for evaluating immediate and long range public service capacities and costs resulting from new developments in order to assure the City's ability to provide and maintain necessary public improvements in new and existing neighborhoods.

Responsibility of: City Engineer, Public Works Director.

Timeframe: 1984-1986

Funding Source: City budget.

Energy Conservation:

The purpose of these programs is to involve the City in the promotion of energy conservation measures.

Program 14: Promote the use of passive and active solar systems in new and existing residential buildings.

Responsibility of: Planning Commission, Building Inspector.

Timeframe: Ongoing.

Funding Source: City budget.

Program 15: Include in the next application for Small Community Development Block Grant funding a request for funds to provide for weatherization, insulation installation, and other energy conservation retrofitting to those low income residents in need of such help.

Responsibility of: City Manager.

Timeframe: 1984-1986

Funding Source: City budget.

Program 16: Continue to ensure that State residential energy conservation building standards are complied with.

Responsibility of: Building Inspector.

Timeframe: Ongoing.

Funding Source: City budget.

## APPENDIX

### Existing State and Federal Housing Programs and Funding Sources

1. Program: Small Cities Community Development Block Grant Program.

Target Group: Low and moderate income households.

Description: Administered through the State Department of Housing and Community Development, this program can potentially fund a variety of eligible activities, including the rehabilitation of deteriorating housing units and energy conservation retrofitting of units.

Funding Source: U.S. Department of Housing and Urban Development (HUD).

2. Program: Section 8 Rental Assistance Program.

Target Group: Rent subsidy to low and moderate income households.

Description: Provides for a rent subsidy to lower income families utilizing existing housing units within the County. Landlords agree to lease agreements with eligible Section 8 tenants. The U.S. Department of Housing and Urban Development, through the County Housing Authority, makes up the difference between the fair market rent of the rental unit and what the tenant can afford to pay (no more than 30% of monthly income).

Funding Source: U.S. Department of Housing and Urban Development (HUD).

3. Program: Farmer's Home Administration (FmHA) Section 502, Home Ownership Program.

Target Group: Low and moderate income households in rural areas with income less than 80% of the SMSA median income.

Description: Loans provided under this program may be used to purchase an existing structure or a newly constructed dwelling, or to build, rehabilitate, or relocate a single family unit. Homes may be constructed on single lots or in approved subdivisions in rural areas. Interest rates vary depending upon the borrower's ability to pay; however, the applicant must be able to meet monthly mortgage payments with 20% of his or her adjusted income. FmHA provides long-term financing only. Construction financing must be obtained through conventional lending sources.

Funding Source: Farmer's Home Administration.

4. Program: Farmer's Home Administration (FmHA) Section 515 - Rural Rental Housing Program.

Description: FmHA offers loans to public and private sponsors for the construction or rehabilitation of rental and cooperative housing. The interest rate on construction loans varies between 1% and the market rate depending on the kind of sponsor and the tenant's ability to pay. Section 515 may be supplemented with Section 8 and FmHA rental supplements.

Funding Source: Farmer's Home Administration.

5. Program: California State Deferred Loan Program.

Target Group: Low and moderate income home buyers.

Description: CHFA purchases mortgage loans at below market rates on single family homes (1-4 dwelling units) from private mortgage lenders with the savings passed on to low and moderate income buyers. Each mortgage must be for a residential structure consisting of one to four family dwelling units, one of which is occupied by the mortgagee.

Funding Source: Sale of tax-exempt revenue bonds by the California Housing Finance Agency.



# Winters General Plan

## CIRCULATION & SCENIC HIGHWAY ELEMENT



I. BACKGROUND:

This General Plan Element combines two of the State mandated requirements for the General Plan:

- A. Government Code Section 65302(b) requires a Circulation Element consisting of the general location and extent of existing proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the Land Use Element of the plan.
- B. Government Code Section 65302(h) requires, if determined applicable, a Scenic Highway Element for the development, establishment, and protection of scenic highways pursuant to the provisions of Article 2.5 (Commencing with Section 260) of Chapter 2 of the Division 1 of the Streets & Highway Code.

## II. CIRCULATION:

### A. Streets & Highways:

The existing major thoroughfares in Winters are - Grant Avenue (Hwy. 128), the major east-west arterial and Railroad Avenue-which provides the major north-south connection. The City's expanded planning area will require the development of new arterial and collector streets to augment Grant Avenue and Railroad Avenue. The new streets will evolve with the development of the new planning areas to the east and north of the existing City limits. Also, some of the existing streets will be reclassified into arterial and collector streets.

The potential locations of these new streets are shown on the Land Use Map. It should be clarified, that the planned streets are shown for overall circulation system purposes only. The precise location and alignment will be established as the area develops.

It's anticipated as future development occurs, many of the dead-end streets will become through streets. For example, Apricot Street will become a through street between Grant Avenue and Anderson Street, Mermod Place will loop back to Railroad Avenue and with the development of the Dry Creek Subdivision,

Taylor, Washington and McArthur Streets will be extended. The recently completed "Almond Wood" Subdivision completed the connection of Hemenway Street, between Grant Avenue and County Road 33.

The objective in presenting street design standards is to provide a hierarchy of street widths and right-of-way requirements based upon anticipated future use. A hierarchy of local, collector and arterial streets will allow coordination of pavement width and cross-section for varying traffic needs. Although street standards will provide adequate and durable construction for most preconceived traffic needs, existing conditions or innovative land use proposals may suggest some variation to assure functional utility.

For example, the street standard for Main Street is designated as an arterial street yet Main Street as it exists within the city is a functional street of an average width of 60 feet and it would be extremely difficult to widen the street to a 94 foot wide arterial street within the established city limits as this would cause a major disruption to all properties adjoining Main Street including properties within the city's historic preservation district. Thus the arterial standard should be varied to conform to the established street width for Main Street within the current city limits.

The classification assigned to a particular street can and should relate to traffic projections, as measured in Average Daily Traffic (ADT), as well as actual traffic usage and behavior. Actual street designs should show sensitivity toward future energy efficient transportation modes such as bicycles, transit stops and smaller motor driven vehicles. The traffic mode and peak loading factors will especially influence highway intersection design and control.

#### LOCAL STREET AND CUL-DE-SAC

- Would serve residential neighborhood with approximately

40 or fewer abutting dwellings.

- Average Daily Traffic would not likely exceed 500 trips.
- Would likely connect to a local collector, but might in some circumstances, connect to no collector.
- Would have many small, residential lots abutting on one or both sides.
- Would have numerous intersecting driveways.
- Slow speeds and little or no heavy truck traffic.

#### LOCAL COLLECTOR

- Would serve residential neighborhood with approximately 90 or fewer abutting dwellings.
- Average Daily Traffic would not likely exceed 1,000 trips.
- Would likely connect a local street to a collector, but would not easily accommodate through traffic from outside immediate neighborhood.
- Would have many small residential lots abutting on one or both sides.
- Would have numerous intersecting driveways.
- Slow speeds and little or no heavy truck traffic.

#### COLLECTOR

- Would serve a medium density neighborhood, or a low density neighborhood of approximately 400 or fewer dwellings.
- Average Daily Traffic would not likely exceed 4,000 trips.
- Would connect a local street or a local collector

to a major collector, an arterial, or to a county road leaving City limits. Traffic from surrounding neighborhoods would use this as a through streets.

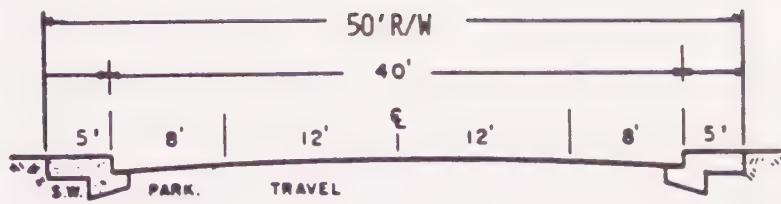
- Driveway intersections should be minimized.
- Some truck traffic may be accommodated.

MAJOR COLLECTOR (Proposed)

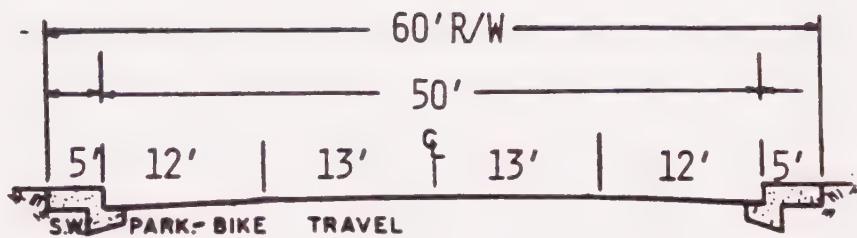
- Would serve high density neighborhoods and commercial districts.
- Average Daily Traffic would not likely exceed 5,000 to 6,000 trips.
- Would receive traffic from a local collector or a collector. May lead to freeway intersections depending upon expected traffic volumes, number of intersecting driveways and adjoining land use.
- Adjoining commercial or high density residences should share driveway intersections to maximum feasible extent. Street intersections should also be minimized.
- Regular truck traffic is expected.

ARTERIAL (Proposed)

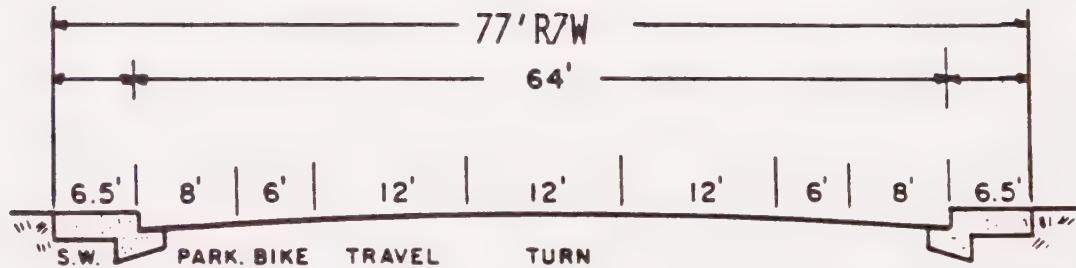
- Would serve higher density uses than major collectors.
- Major thoroughfare through City.
- Driveways should be avoided wherever possible, or placed on streets intersecting with the arterial.



### LOCAL STREET

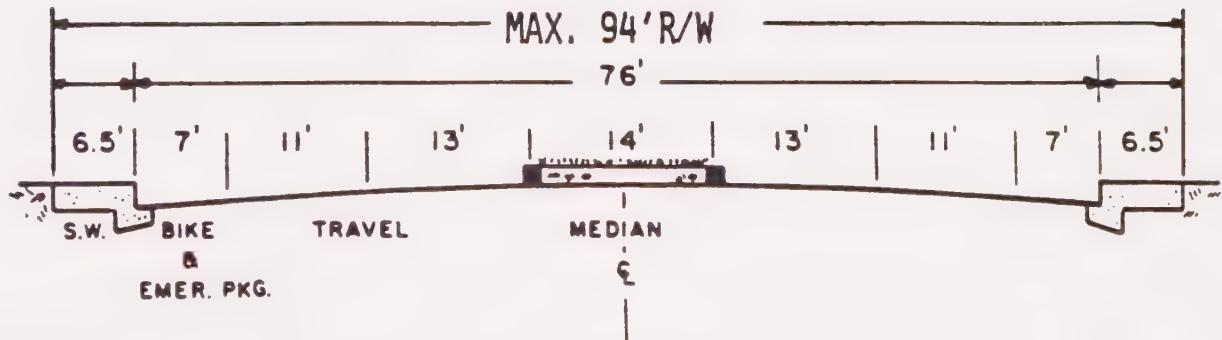


### COLLECTOR



### MAJOR COLLECTOR WITH PARKING

(PROPOSED)



### ARTERIAL

(PROPOSED)

B. Parking Facilities:

The City of Winters has three public parking facilities in the Central Business District:

1. 50 space lot - a joint City of Winters and Caltrans Park and Ride lot on Railroad Avenue. This lot was intended to serve both commuters and downtown businesses.
2. 60 space lot - Community Center parking lot was developed for dual purposes - providing parking for the Community Center and downtown businesses.
3. 4-6 space lot - This small parking lot, located across from City Hall, was provided for public use by the Cable TV company on the unused portion of their satellite receiving station.

There are sufficient on and off-street parking spaces in the Central Business District to meet the existing level of activities. If the commercial uses are significantly intensified or expanded, consideration will have to be given to developing additional parking. The two major parking lots are located on the eastern edge of the business district, any new parking facilities should be oriented toward the western portion of the central business area.

C. Transit:

The City of Winters does not have any public transit

service. The City participated for a period of time with Yolo County's intercity service. However, the service did not generate sufficient ridership for its continuance. It appears for the foreseeable future, there will be insufficient population to support a regular transit service. The elderly transportation needs are being met through a station wagon, operated by the Senior Center.

Greyhound and Trailways does not provide service to Winters. The nearest point where these carriers provide regular service are in Davis and Vacaville. Additionally, Amtrack service is available in Davis.

D. Bicycles:

The use of bicycles for commuting, shopping and recreational activities has become more popular in recent months. Grant Avenue (Hwy. 128) and Railroad Avenue are designated bike routes on the County Wide Bike Path Plan. Grant Avenue is used extensively by recreational bicyclists from Winters and out of towners on their way to Lake Berryessa.

Because of the size of the City, no internal bike routes have been designated. However, it is recognized as the City develops and new streets are built, bike route planning will have to take place.

E. Pedestrian:

Pedestrian circulation is for the most part adequate at present. In situations where there are incomplete sidewalks- these facilities are improved as development takes place or as part of normal city maintenance practices.

### III. SCENIC HIGHWAYS

The Scenic Highway Element of the General Plan is incorporated into this element because of its relationship to the Circulation Element. The City of Winters does not have an officially designated scenic highway. An official State or County scenic highway is one that has been designated by the State Scenic Highway Advisory Committee and only if its included on the list of eligible highways in Section 263 of the State's Street & Highway Code.

The County's Scenic Highway Element has identified Hwy 128, between Winters to Lake Berryessa, for Scenic Highway designation. The primary intent of this designation for Hwy 128 outside the City limits is to preserve the rural beauty of the route to Lake Berryessa. Since Hwy 128 is the gateway to Lake Berryessa and the major east-west route through Winters, the City should encourage the protection and enhancement of the highway through Winters.

IV. GOAL, POLICIES AND IMPLEMENTATION:

A. Goals:

1. Traffic volumes on streets other than the major arterials should be compatible with the rural character of the community.
2. The City's circulation system shall be improved and expanded as necessary to minimize traffic congestion and to accommodate the new growth anticipated by the Land Use Element.
3. Diversity of modes of transportation should be encouraged in order to reduce traffic congestion.
4. The scenic attributes of important roadways in Winters should be preserved and enhanced.

B. Policies:

1. Design traffic circulation patterns for low speeds and limited volumes.
2. Industries which generate significant amounts of truck and other traffic shall only be allowed if street improvements deemed necessary to accommodate the traffic are provided.
3. All street improvements shall be completed in accordance with the phasing and priorities of the adopted Land Use Element.
4. Road improvements necessary to accommodate new growth shall, to the extent feasible, be financed by the development requiring the improvements.

5. All new commercial, industrial and residential developments shall include adequate provisions for on-site parking.
6. Bike routes and a local public transit service should be implemented when the City's growth or public demand warrants the services.
7. Developments along the scenic corridors should have adequate standards for landscaping and building design.

C. Implementation:

1. Incorporate the designated circulation routes into new developments.
2. Develop overall offstreet parking plan for the Central Business District.
3. Extend and complete deadend streets where possible with new developments.
4. Limit ingress and egress points along major arterials.
5. Encourage, when warranted and financially feasible, public transit and new modes of transportation.
6. Provide adequate traffic control devices where needed to relieve traffic congestion and insure safety.
7. Utilize grant monies and special transit funds to help develop new routes, bicycle facilities and parking facilities.
8. Development along scenic corridors should be subject to design review by the Planning Commission.



# Winters General Plan

## CONSERVATION, OPEN SPACE AND RECREATION ELEMENT



## I. BACKGROUND

Two State mandated General Plan Elements - conservation and open space, has been combined in this element because of their related subject matters. Additionally, an optional Recreation Element has been included for similar reasons.

A. Government Code Section 65302(d): A conservation element for the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources. That portion of the conservation element including waters shall be developed in coordination with any countywide water agency and with all district and city agencies which have developed, served, controlled or conserved water for any purpose for the county or city for which the plan is prepared. The conservation element may also cover:

1. The reclamation of land and waters.
2. Flood control.
3. Prevention and control of the pollution of streams and other waters.
4. Regulation of the use of land in stream channels and other areas required for the accomplishment of the conservation plan.
5. Prevention, control, and correction of the erosion of soils, beaches, and shores.

6. Protection of watersheds.
7. The location, quantity and quality of the rock, sand and gravel resources.

B. Government Code Section 65560: (a) "Local open-space plan" is the open-space element of a county or city general plan adopted by the board or council, either as the local open-space plan or as the interim local open-space plan adopted pursuant to Section 65563.

(b) "Open-space Land" is any parcel or area of land or water which is essentially unimproved and devoted to an open-space use as defined in this section, and which is designated on a local, regional or state open-space plan as any of the following:

- (1) Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lakeshores, banks of rivers and streams, and watershed lands.
- (2) Open space used for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basin; bays, estuaries, marshes, rivers

and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.

- (3) Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and open-space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.
- (4) Open space for public health and safety, including, but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.

C. Government Code Section 65303(a) allows the adoption of an optional Recreational Element. The statute declares:

- (a) A recreation element showing a comprehensive system of areas and public sites for recreation, including the following, and, when practicable, their locations and proposed development:

- (1) Natural reservations.
- (2) Parks.
- (3) Parkways.
- (4) Beaches.
- (5) Playgrounds
- (6) Recreational community gardens.
- (7) Other recreation areas.

## II. CONSERVATION & OPEN SPACE

This element expresses desires to maintain and enhance the natural and man-made elements that contribute to the pleasant small town quality of life in Winters. The organization of this element has grouped Winters conservation and open space assessment into the following categories:

### A. Open Space and Conservation of Natural Resources:

This section deals primarily with surrounding natural features and landscape which makes up the natural environment of the Winters' Planning Area. Preservation of natural resource lands is essential for maintaining a balance in the ecosystem and our enjoyment of the natural environment. Putah Creek, Dry Creek, the surrounding aquifer and adjacent corridors containing natural vegetation and wildlife are a part of this heading.

Native plant life in the Winters area are primarily associated with the grassland communities. Most of the native grasses have been crowded out by imported annuals and weeds. Examples of vegetation in the area are: wild barley, wild oats, Johnson grass, yellow mustard, buttercup, California poppy and Valley live oak. Additionally, agricultural crops and fruit and nut orchards are a large part of the vegetative community surrounding Winters.

Animal communities generally found in the Winters area are: harvest mouse, gopher, ground squirrel, jackrabbit and coyote. The following reptiles and birds are found; gopher snake, king snake, racer, fence lizard, barn owl, sparrow, blackbird, quail, crow, robin, vulture, meadowlark, scrub jay and pheasant.

Putah Creek, which forms the southern planning boarders, is a natural, unspoiled waterway. Putah Creek provides a natural zone for aquatic and reptillian habitat.

**B. Open Space For The Managed Production Of Resources:**

The City of Winters is completely surrounded by producing farmlands. The continuance and viability of the agricultural industry in this area is essential to the economic health of the City. However, it is also important for the City to grow and expand its residential and economic base.

These two conflicting factors must be meshed.

The Land Use Element has established a policy of phased growth. This policy would require the infilling of vacant lands and the logical expansion of the infrastructure to prevent leapfrog conversion of agricultural lands.

**C. Open Space For Outdoor Recreation:**

Land that is used either actively or passively, for enjoyment, educational or cultural purposes by the public is considered in this section. Open space in this respect may include parks, public land areas, school grounds, historic, cultural or scenic areas, inner

linkages (banks of water courses like Putah Creek)

and natural or man-made areas of beauty.

AS the City grows, the adequate provision of outdoor recreation areas and related leisure activities will be vital in maintaining the quality of life in Winters.

Currently, the following facilities are available for recreational use in Winters:

Existing Facilities:

1. City Park - 3 acre limited community park with softball field, basketball courts and picnic area.
2. Winters High School.
3. Winters Jr. High School.
4. Waggoner Elementary School.
5. Sixth Grade Center.

Potential Facilities:

1. Dry Creek Subdivision neighborhood park (3+ acres) undeveloped.
2. Former City dump site (30+ acres).
3. Elementary School in the northwest area of the planning area.
4. Water service sewage service and storm drainage facilities as outlined on pages 14-20 of the Land Use Element.

**D. Open Space For Public Health and Safety:**

Open space areas which may undesirably affect the character of Winters or the physical, mental or general well being of the public are considered in this section. The following is a listing of public health and safety sites in the Winters Planning Area:

1. City Sewage Treatment Plan 197.32 acres, located northeast on County Road 33.

2. City Well & Water Storage Sites
  - a. SE corner, Fourth Street and Main Street.
  - b. SW corner of Grant Avenue and East Street.
  - c. End of Washington Avenue, Major Vista Sub-division.
3. Flood Plains\*
  - a. Putah Creek
  - b. Dry Creek
  - c. Moody Slough
- \*As shown on the "Flood Hazard Report-City of Winters" prepared by the Soil Conservation Service.
4. Winters Cemetery located on Cemetery Lane, south of the Junior High School.

III. RECREATION:

Within and close to Winters, there are several areas available to the public for recreational purposes. The City maintains a 3 acre limited community park at Fourth and Main Streets. The eventual development of the Dry Creek Subdivision on the west end of town will provide for an 3+ acre neighborhood park.

Nearby regional recreational facilities include: Lake Berryessa within 10 miles, Solano Lake Regional Park is less than 6 miles and Putah Creek Fishing Access, a 3 1/4 mile long strip along the Purah Creek, is 7-10 miles west of Winters.

The City's regional park and recreation needs are adequately provided for by the various surrounding recreational facilities. It appears the City is deficient in providing adequate community and neighborhood parks and related facilities. The indoor recreational needs are sufficient with the construction of the Community Center and available school facilities.

The following standards should be applied in developing various park facilities:

A. Neighborhood Park (3-5 acres):

Neighborhood parks are primarily intended to serve children of elementary school age and should be a focal point for their non-home leisure time activities. Additionally, the neighborhood park, on a limited basis,

serve teenage, adult, and seniors. The neighborhood parks should be centrally located in a residential neighborhood and have a service population of between 1,000 to 1,500 people. Consideration should be given to the joint neighborhood park-school facilities, which would result in a more efficient use of land and facilities. Neighborhood parks should include any or all facilities listed:

<u>Facilities</u>	<u>Recommended Acreage</u>
1. Children's Play Area With Equipment	0.75 acres
2. Field Play Area For Younger Children	1.50 acres
3. Sports Field For Older Children/ Adults	1.50 acres
4. Paved Court Sports	1.00 acres
5. Tot Lot & Mothers Area	0.35 acres
6. Senior Citizen Area	0.50 acres
7. Nature and Hobby Area	0.50 acres
B. Community Park (30 to 40 acres):	

The population increases provided for in the Land Use Element will necessitate the development of a community park of 30 to 40 acres. The community park will be needed for City-wide recreational activities and organized sports. This park should include most of the facilities of the neighborhood park plus increased facilities for organized sports such as softball,

Little League and soccer, group picnic areas, outdoor theatre and passive park areas.

C. Tot Lots - Mini Parks (less than 1 acre):

These facilities are usually provided to serve a small residential area or subdivision. The primary purpose of these small parks is to provide close and convenient children play areas or quiet adult areas, depending on the neighborhood characteristics. The tot lots/mini parks are usually provided by the developers on small lots and/or leftover areas or by the City on easements that become available.

IV. GOALS, POLICIES & IMPLEMENTATION:

A. Goals:

1. To preserve the identity, integrity and uniqueness of open space in the Winters area.
2. To maintain the natural environment as an integral component in Winters' development.
3. The City shall plan for adequate outdoor and indoor recreational facilities to serve the needs of its citizens.

B. Policies:

1. Encourage the use of Planned Unit Development and other innovative development techniques to encourage the retention of trees, natural native vegetation and wildlife habitats and provision of open space for recreational needs.
2. Cooperate with Yolo County in the conservation of Putah Creek and development of the Putah Creek Trail.
3. Adhere to the phased growth policies of the Land Use Element.
4. Encourage the development of outdoor recreation areas, especially mini parks, neighborhood parks, and community parks.
5. Require adequate buffer zones or performance standards around land uses which may create a public inconvenience and/or nuisance.

6. Avoid premature development which will cause leapfrog development and unnecessary urban sprawl.

C. Implementation:

1. Develop an ordinance providing for park land dedication and park development and maintenance fees.
2. Work with the Winters School District in developing joint-use recreation facilities.
3. The City should pursue State and Federal funding for park and recreation projects.
4. Investigate the use of the former City dump site for park and recreation purposes.
5. Enact the necessary zoning along the Putah Creek and Dry Creek flood plains.
6. Revise the City's zoning providing for updated Planned Unit Development guidelines.
7. Consider expanding the scope of the Recreation Commission to develop a comprehensive recreation program when population warrants the increased services.



# Winters General Plan

## SAFETY & SEISMIC SAFETY ELEMENT

ЧЕРНАЯ СИНИЦА В ЧЕРНОМ

Б. АРЧАНО

I. BACKGROUND

The Safety Element and Seismic Safety Element are mandatory elements to the General Plan. Because of their similar nature and objectives, the two elements have been combined into a joint Safety & Seismic Safety Element. The common objectives of both elements is to introduce safety considerations into the planning process to reduce loss of life, injuries, property damages, and economic and social dislocation resulting from fire, dangerous geologic occurrences, flooding and earthquakes. The California Government Code provisions for the two elements are:

- A. Government Code Section 65302(i): A safety element for the protection of the community from fires and geologic hazards including features necessary for such protection as evacuation routes, peak load water supply requirements, minimum road widths, clearances around structures, and geologic hazard mapping in areas of known geologic hazards.
- B. Government Code Section 65302(f): A seismic safety element consisting of an identification and appraisal of seismic hazards such as susceptibility to surface ruptures from faulting, to ground shaking, to ground failures, or to effects of seismically induced waves such as tsunamis and seiches.

The seismic safety element shall also include an appraisal of mudslides, landslides, and slope stability as necessary geologic hazards that must be considered simultaneously with other hazards such as possible surface ruptures from faulting, ground shaking, ground failure and seismically induced waves.

To the extent that a county's seismic safety element is sufficiently detailed containing appropriate policies and programs for adoption by a city, a city may adopt that portion of the county's seismic safety element that pertains to the city planning area within the county's jurisdiction, in satisfaction of this subdivision.

## II.

### SAFETY HAZARDS

#### A. Fire Hazards:

Fire presents one of the greater hazards to safety in the Winters area. The City of Winters and Winters Fire District signed a formal agreement in 1981 for the Fire District to provide fire protection for the City. The contract is the result of a long term informal working agreement between the City and District. The 10 year contract stipulates the City will pay the District 44% of the City's advalorum property tax revenue for the next 5 years and after the initial five years, the payment section can be renegotiated.

The Winters Fire District, besides the City of Winters, encompasses 90 square miles of unincorporated lands in Yolo County. The boundaries are Putah Creek (Solano County Line) to Lake Berryessa (Napa County Line), northerly boundary is about 4 miles north of the City, between County Roads 27 and 29. the easterly boundary is near D.Q.U., along County Road 92E.

The City and District fire stations have been consolidated into the District Station at 10 Abbey Street. The City Station, behind City Hall is the new Police Department.

The Fire Department is presently operating with a paid staff of five employees and 30 volunteer firemen. The five paid staff members include the Chief, Captain, two Lieutenants and a part time Clerk. The current dispatcher position will be eliminated when the 911 emergency telephone becomes operational in Yolo County.

The primary Fire Department equipment consists of: 1-ambulance, 2-1,000 gpm pumper trucks, 4-500 gpm pumper trucks and one ladder truck. Additionally, one OES, 1,000 gpm pumper is available to the Fire Department as a back up.

B. Public Safety:

The Police Department consists of a Police Chief, a Sergeant, 4 - officers and a clerk/matron. Three police vehicles are available for patrol work. The Sergeant and officers all work patrol duty.

All the Police dispatching is handled through the Yolo County Communications Department. A county wide 911 emergency telephone system is tentatively scheduled to begin operations by the summer of 1984. This 911 system would handle all incoming emergency calls in Yolo County through a centralized communication center and relay them to the respective agencies.

C. Flooding Hazards:

Mean annual rainfall is about 19 inches. Ninety percent is accounted for during the cooler seasons, November through April. the twenty-year rainfall event may yield a maximum rainfall exceeding 25 inches and a minimum of less than 9.8 inches. Annual evaporation capacity is approximately 70 inches with 75% of evaporation occurring during the warmer May through October time frame. Percolation into the ground becomes restricted as the Yolo-Brentwood and Rincon-Marvin-Tehama formation soils that exist in most of the City become saturated. (See previous section for soils discussion). The extensive Corning-Hillgate formation soils of the sloping hills west and northwest of the City have low permeability. Run off is rapid, even during moderate periods of precipitation.

The City participates in the Federal Flood Hazard Insurance Program. A City of Winters "Flood Prone Areas Map" was prepared under this program. potential flood prone developable areas are located near West Grant adjacent to the winters Mobile Home Park and the Winters district Cemetery. A flood prone area extends nearly 900 yards south from Six Pac Industries along Railroad

Avenue. A comprehensive Flood Hazard Analysis of the Winters Area and watershed was completed in 1976 by the U.S. Soil Conservation Service. This report contains discussion and conservation depiction of the flooding situation. In summary, this report included flood hazard analysis of Putah Creek and Dry Creek and determined that within the Winters study area, Putah Creek would contain the 500 year flood event as would Dry Creek. With the exception of one section of the Dry Creek Channel. This overflow section is located 1500' to 5500' up stream from the proposed Vickrey Subdivision.

D. Seismic Hazards:

The western edge of the Sacramento Valley in which Winters and Winters Planning area lies, is considered a high earthquake potential zone by the California Division of Mines and Geology.

According to their report, "Urban Geology, Master Plan for California, Bulletin 198", Winters is in Severity Zone III, with a potential for an earthquake that can cause major damages. This classification is not unusual for California; San Francisco, Santa Barbara and Los Angeles have a similar rating.

The 1892 earthquake, which caused substantial damages to Winters, Vacaville and Dixon is attributed to the Midland Fault. Traces of this

fault have been tentatively identified both east and west of Winters. A potential for Richter Magnitude 7 earthquake has been inferred for this fault zone. This or lesser magnitude earthquakes cause the following events as reflected on the Richter Magnitude Scale and Mercalli Intensity Scale table attached.

The activity on the Midland Fault is related to the interaction between the North American and Pacific crustal plates. The adjustment of stress between these two plates, results in the greater earthquake along the San Andreas Fault as well as smaller earthquakes on the lesser Midland Fault.

Earthquake effects are not restricted to simple fault rupture as often supposed. Greater problems generally result from other things such as ground shaking, ground failure and land slides. A large earthquake in San Francisco or Hayward would cause some ground shaking here and result in some damage.

Winters has experienced a number of earthquakes in recorded history and had undoubtedly experienced many more when only the Patwin Indians lived here. Some of the prehistoric quakes were undoubtedly severe and probably left the Indians a few tales to tell. In recent times there has been very little activity

and many people are unaware that Winters has experienced earthquakes. The following are the major earthquakes that have been felt in Winters, Intensity given is Modified Mercalli:

1838:JUNE (V+?)

This quake was centered in the San Francisco region and was comparable in size to the 1906 quake. Hudson Bay Company traders were probably the only witnesses to the quake.

1868:OCTOBER 21 (VI+?)

This earthquake was centered in Hayward (X+) and caused extensive damage in the east bay area and in San Francisco. This was referred to as the "great earthquake" until 1906.

1872:MARCH 26 (VI)

This earthquake occurred in the Owens Valley and was probably 8.3 magnitude, the largest California earthquake known.

1892:APRIL 19 (VIII-X in Winters)

In Vacaville and Winters nearly all the brick structures were wrecked and many frame buildings were damaged. Chimneys were twisted and thrown down. Fissures were found in the bed of Putah Creek one half mile west of Winters and in the adjoining roadway and fields. The shock was felt from Healdsburg to Fresno and east to

Nevada.

1892: APRIL 21 (VIII-X in Winters)

The total energy in the second quake was lower but the intensity was the same. The most severe shock was in Winters and many buildings which had survived the first shock were levelled to the ground. On Main Street not a single building was left in habitable condition. Damage was done in Solano, Yolo, Napa, Contra Costa, Butte, Nevada, San Joaquin, and Yuba counties. The intensity was IV+ in Red Bluff and IV in Reno. A shock of similar strength today would quite possibly knock down Monticello Dam and flood Winters.

1902: MAY 19 (V+ ?)

Intensity VII-VIII at Vacaville, V in Sacramento. Very little information available.

1906: APRIL 21 (V)

The Great San Francisco earthquake awakened everyone. The motion was quite strong in a northsouth direction and continued for about one and one half minutes.

#### E. Dam Failure:

The entire urbanized area of Winters will be inundated if Monticello Dam has a serious failure. The City will prepare an early warning system and evacuation plan in the event of such a failure.

### III. GOALS, POLICIES & IMPLEMENTATION

#### A. GOALS

1. To the extent possible, all Winters residents should be adequately protected against safety hazards such as fire, flooding and seismic hazards.
2. To ensure high level of quality and safety in all community development.

#### B. POLICIES

1. All new structures for human occupancy in Winters shall conform to the latest standards of the building code to ensure protection against earthquake-induced ground shaking.
2. The City shall encourage the alleviation of earthquake hazards in older buildings.
3. Introduce safety considerations into the planning process in order to reduce the loss of life, injuries, damage to property and economic and social dislocation resulting from fire, floods, windstorms and dangerous geologic occurrences.
4. Provide a level of community-wide fire and police protection determined by a combination of optimum service, acceptable risks, and reasonable cost which best meet the community needs.

### C. IMPLEMENTATION

1. Local emergency service organizations should have an up to date contingency plan for dealing with the aftermath of a major disaster in the Winters area.
2. In order to reduce downstream flood hazards, new development should include improvements of existing storm drain system, construction of new system, or provision of on-site detention and/or retention basins.
3. Adopt and enforce new editions and sections of the Uniform Building Code.
4. Require that new structures and alterations to existing buildings comply with the current edition of the Uniform Building Code.
5. Develop ways to improve the structural safety and stability of older structures of designated historic significance while maintaining their historical character.

TABLE A

## MERCALLI INTENSITY SCALE AND RICHTER MAGNITUDE SCALE FOR EARTHQUAKE LEVELS

VI-12

If most of these effects are observed:	Then the intensity/magnitude are:	MERCALLI	RICHTER
Earthquake shaking not felt. But people may observe marginal effects of large distance earthquakes without identifying these effects as earthquake caused. Among them; trees, structures, liquids bodies of water sway slowly, or doors swing slowly.		I	-
EFFECT ON PEOPLE: Shaking felt by those at rest especially if they are indoors and those on upper floors.		II	-
EFFECT ON PEOPLE: Felt by most people indoors. Some can estimate duration of shaking but many may not recognize shaking of buildings as caused by an earthquake; the shaking is like that caused by the passing of light trucks.		III	-
OTHER EFFECTS: Hangings objects swing. STRUCTURAL EFFECTS: Windows and doors rattle. Wooden walls and frames creak.		IV	-
EFFECTS ON PEOPLE: Felt by everyone indoors. Many estimate duration of shaking. But they still may not recognize shaking of building as caused by an earthquake. The shaking is like that caused by the passing of heavy trucks, though sometimes, instead, people may feel the sensation of a jolt, as if a heavy ball had struck the walls. OTHER EFFECTS: Hanging objects swing. Standing autos rock, crockery clashes, dishes rattle or glasses clink. STRUCTURE EFFECTS: Doors close, open or swing. Windows rattle.		V	-

TABLE A (Continued)

## MERCALLI RICHTER

EFFECTS ON PEOPLE: Felt by everyone indoors and most people outdoors. Many now estimate not only the duration of shaking but also its direction and have no doubt as to its cause. Sleepers wakened.	VI	3
OTHER EFFECTS: Hanging objects swing, shutters or pictures move. Pendulum clocks stop, start or change rate. Standing autos rock, crockery clashes, dishes rattle or glasses clink. Liquids disturbed, some spill, small unstable objects displaced or upset.		
STRUCTURE EFFECTS: Weak plaster and Masonry D crack, windows break, doors open, close or swing.	VII	4
EFFECT ON PEOPLE: Felt by everyone, many are frightened and run outdoors, people walk unsteadily.		
OTHER EFFECTS: Small church or school bells ring, pictures thrown off walls, knickknacks and books off shelves, dishes or glasses broken, furniture moved or overturned. Trees, bushes shaken visibly or heard to rustle.	VII	4
STRUCTURAL EFFECTS: Masonry D damaged some cracks in Masonry C. Weak chimneys break at roof line, plaster, loose bricks, stones, tiles, cornices, unbraced parapets and architectural ornaments fall. Concrete irrigation ditches damaged.	VIII	5-6
EFFECT ON PEOPLE: Difficult to stand. Shaking notice by drivers.		
OTHER EFFECTS: Waves on ponds, water turbid with mud, small slides and caving in along sand or gravel banks. Large bell rings, furniture broken, hanging objects quiver.		
STRUCTURAL EFFECTS: Masonry D heavily damaged, Masonry C damaged partially and partially collapses in some cases, some damage to Masonry B, none to Masonry A. Stucco and some masonry walls fall. Chimneys, factor stacks, monuments, towers, elevated tanks twist or fall. Frame houses moved on foundations if not bolted down, loose panel walls thrown out, decayed piling broken off.		

TABLE A (Continued)

MERCALLI RICHTER

EFFECT ON PEOPLE: General fright, people thrown to ground.

OTHER EFFECTS: Changes in flow or temperature of springs and wells. Cracks in wet ground and on steep slopes, steering autos affected, branches broken from trees.

STRUCTURAL EFFECTS: Masonry D destroyed, Masonry C heavily damaged, sometimes with complete collapse; Masonry B is seriously damaged. General damage to foundations; frame structures if not bolted, shifted off foundations. Frame racked. Reservoir seriously damaged, underground pipes broken.

IX 6-7

EFFECT ON PEOPLE: General panic.

OTHER EFFECTS: Conspicuous cracks in ground. In areas of soft ground, sand is ejected through holes and piles up into small crater and in muddy areas, water fountains are formed.

X 7-8

STRUCTURAL EFFECTS: Most masonry and frame structures destroyed along with their foundations. Some well built wooden structures and bridges destroyed. Serious damage to dams, dikes and embankments. Railroads bent slightly.

EFFECT ON PEOPLE: General panic.

OTHER EFFECTS: Large landslides, water thrown on banks of canals, rivers, lakes. Sand and mud shifted horizontally on beaches and flat land.

XI 8

STRUCTURAL EFFECTS: General destruction of buildings. Underground pipelines completely out of service, railroads bent greatly.

EFFECT ON PEOPLE: General panic.

OTHER EFFECTS: Same as for Intensity X

XII 9

STRUCTURAL DAMAGE: Damage nearly total, the ultimate catastrophe.

TABLE A (Continue)

\* Masonry A - Good workmanship and mortar, reinforced designed, designed to resist lateral forces.

Masonry B - Good workmanship and mortar, reinforced.

Masonry C - Good workmanship and mortar, unreinforced.

Masonry D - Poor workmanship and mortar and weak material like adobe.

\* Most of material for Table A was taken from California Division of Mines and Geology's "Urban Geology, Master Plan for California, Bulletin 198."



# Winters General Plan

## NOISE ELEMENT



I.

BACKGROUND

Government Code Section 65302(g): A noise element, which shall recognize guidelines adopted by the Office of Noise Control pursuant to Section 46050.1 of the Health and Safety Code, and which quantifies the community noise environment in terms of noise exposure contours for both near and long-term levels of growth and traffic activity. Such noise exposure information shall become a guideline for use in development of the land use element to achieve noise compatible land use and also to provide baseline levels and noise source identification for local noise ordinance enforcement.

The sources of environmental noise considered in this analysis shall include, but are not limited to, the following:

- (1) Highways and freeways
- (2) Primary arterials and major local streets
- (3) Passenger and freight on-line railroad operations and ground rapid transit systems.
- (4) Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation.
- (5) Local industrial plants, including, but not limited to, railroad classification yards.



(6) Other ground stationary noise sources identified by local agencies as contributing to the community noise environment.

The noise exposure information shall be presented in terms of noise contours expressed in community noise equivalent level (CNEL) or day-night average level (L/dn). CNEL means the average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7 p.m. to 10 p.m. and after addition of 10 decibels to sound levels in the night before 7 a.m. and after 10 p.m. L/dn means the average equivalent A-weighted sound level during a 24-hour day, obtained after addition of 10 decibels to sound levels in the night before 7 a.m. and after 10 p.m.....

.... The noise element shall also recommend mitigating measures and possible solutions to existing and foreseeable noise problems.

## II.

### NOISE MEASUREMENT

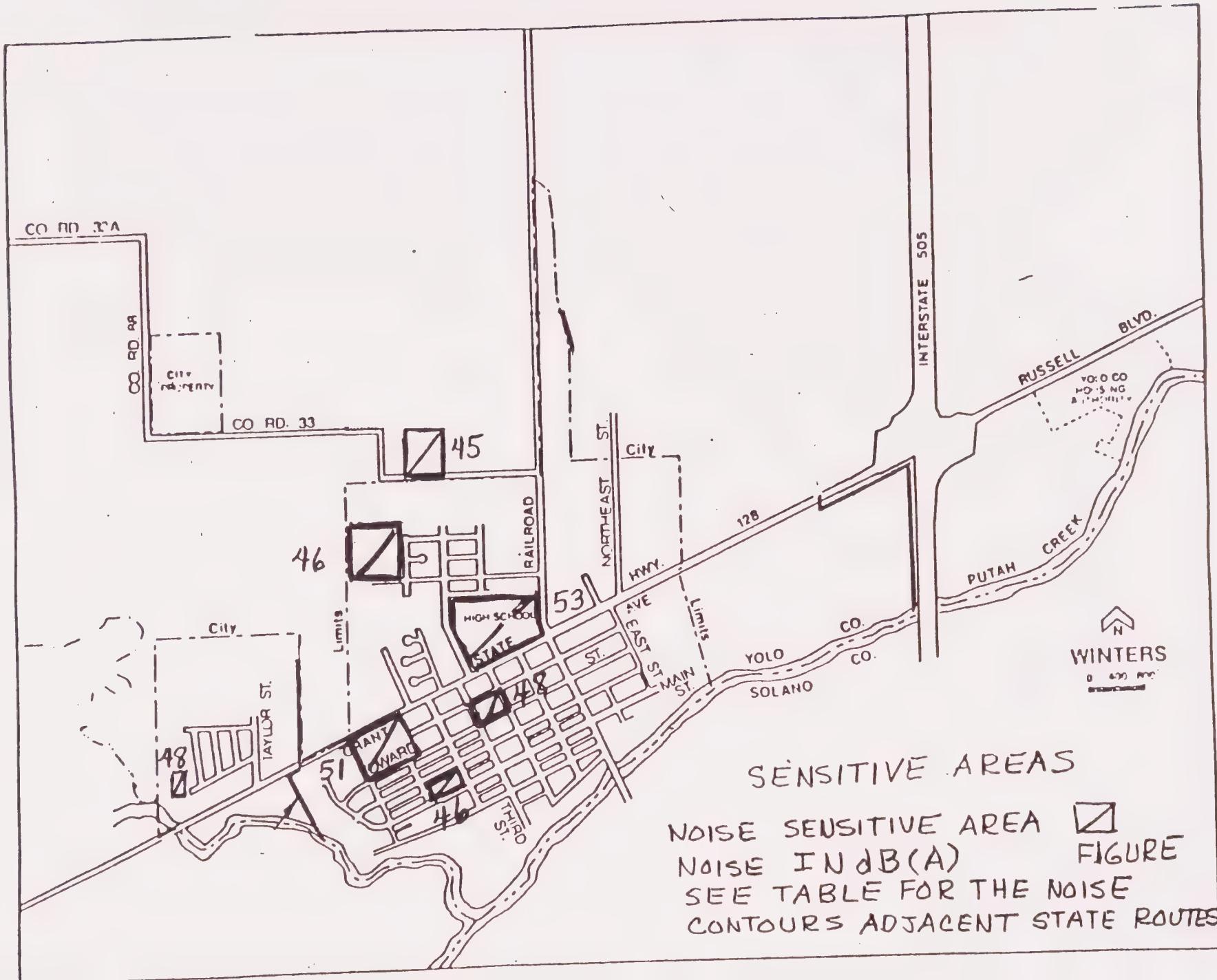
Noise can be generally defined as undesirable or unwanted sound and is usually measured in decibels. Since the human ear is sensitive to an extremely wide range of sound intensities, a logarithmic decibel scale is used to measure noise. The scale ranges from 0 (lowest sound level detectable by the human ear) to 140 decibels (dB). For purposes of assessing community noise, the decibel scale is modified, or A-weighted, to correspond to the way in which the human ear responds to sounds of different frequencies; this scale is denoted as dBA.

In addition to noise frequency, other factors which influence people's reaction to noise include the degree of noise fluctuation and the time of day. In general, people find steady noise less disagreeable than changing noise. The greater and more rapid the changes, the greater the annoyance. Noise measurement methods which consider noise frequency and fluctuation include L10, L50, and L90. These methods indicate what percent of a given observation period an A-weighted noise level is exceeded; for L10, L50, and L90, a sound level (in dBA) would be reached or exceeded 10%, 50% and 90% of the time, respectively. The time of day a noise occurs also affects its degree of annoyance. Two methods of noise assessment which consider the time of

day are known as Community Noise Equivalent (CNEL) and Day-Night Average Noise Level (Ldn). In CNEL, the day is divided into three time periods (day-evening night), and in Ldn, two time periods are used (day-night); both methods have the same way of assessing day and night-time events, except that CNEL has an additional weighting for evening hours. This weighting penalizes noise levels occurring during evening (for CNEL) and/or night-time hours (for both CNEL and Ldn) by adding 10 dB to the actual noise levels. For most urban environments, CNEL and Ldn are essentially equal.

Figure 1 indicates the noise generators and sensitive noise receptors in Winters.

Figure 1 VII - 4a



### III. NOISE STANDARDS

The degree to which any noise level is considered annoying will vary with each individual and with environmental factors. The U.S. Environmental Protection Agency has compiled evidence which correlates certain constant noise levels with speech interference, sleep disturbance, and hearing loss. The EPA identifies a level of 55 dBA (Ldn) as the maximum desirable outdoor noise level in residential areas which would be compatible with the protection of the public health and welfare.

California regulations allow a maximum interior noise level of 45 dBA (CNEL) for multi-family residential uses. Where exterior noise levels reach or exceed 60 dBA (Ldn), California regulations require that special precautions be taken to ensure implementation of adequate acoustical design procedures in new residential housing. This 60 dBA level (Ldn) would be lower than level recommended by numerous previous studies on land use compatibility, and higher than those recommended by the EPA.

Land use compatibility standards appropriate for interior and exterior noise levels (dBA) in the Winters area are shown in Table A and B. The 60dBA level is the basis for these standards, since it would appear to be a fair compromise between previous studies and EPA recommendations.

TABLE A

LAND USE COMPATIBILITY STANDARDS FOR EXTERIOR NOISE (dBA)

Land Use Category	Exterior Noise Level Ranges (CNEL) And Related Land Use Policies (See Legend Below)			
	A	B	C	D
Residential (all dwelling including single-family, multi-family, group quarters, mobile homes, etc.)	45 - 60	60 - 65	65 - 75	75+
Transient lodging (hotels, motels)	45 - 60	60 - 65	65 - 75	75+
School classrooms, libraries, churches	45 - 60	60 - 65	65 - 75	75+
Hospitals, convalescent homes, etc.	45 - 60	60 - 65	65 - 75	75+
Playgrounds, neighborhood parks	45 - 60	60 - 65	65 - 75	75+
Office buildings (personal business and professional services)	45 - 65	65 - 75	75 - 80	80+
Commercial (retail, movie theatres, restaurants)	45 - 65	65 - 75	75 - 80	80+
Commercial (wholesale, industrial, manufacturing, utilities, etc.)	45 - 70	70 - 80	80 - 85	85+

Land Use Policies Legend:

A - Acceptable land use. No special noise insulation requirements.

B - New construction or development allowed only after detailed noise analysis of construction requirements is made and needed noise abatement features are included in design.

C - New construction or development should generally be avoided. If development does proceed, a detailed analysis of noise reduction requirements must be made and needed noise-abatement features included in design.

D - New construction or development generally not allowed.

TABLE B

LAND USE COMPATIBILITY STANDARDS FOR INTERIOR NOISE (dBA)

<u>Land Use</u>	<u>Maximum Allowable Interior CNEL</u>
Residential	45
Transient lodging	45
School classroom, libraries, churches	45
Hospitals, convalescent homes	45

<sup>1</sup>Note: The acceptable interior noise level for other uses (offices, theaters, commercial, industrial) is dependent upon the specific nature of the indoor activity.

#### IV.

#### COMMUNITY NOISE LEVELS

Existing (1984) and future (2004) noise levels for Interstate 505 and State Route 128 through Winters are shown on Table C. According to Caltrans, noise level of 65 dBA or greater occur within 200 feet of Interstate 505. Caltrans estimates that noise levels would equal or exceed 65 dBA within 110 feet of State Route 128. Caltrans noise contours estimates do not account for noise attenuation due to building, walls, etc.

Existing residential neighborhoods in Winters are not significantly affected by traffic noise generated along I-505. The General Plan Land Use Element does not designate any residential development to within 1,200 feet of I-505.

Along State Route 128, many of the residential uses that front on the highway are currently experiencing high noise levels. It can be expected as the City grows and increased traffic to Lake Berryessa, the noise levels will remain essentially the same but the intensity will be for longer periods.

By 2004, Caltrans estimates that traffic noise levels in the planning would equal or exceed 65 dBA within 200 feet of I-505. This is essentially the same noise contours as present, but traffic will increase 64% thus the intensity of the noise will be for a

TABLE C  
CITY OF WINTERS

LOCATION	NOMOGRAM	1984				2004					
		TRAFFIC VOLUME (ADT)	NOISE CONTOURS ( $L_{dn}$ )				TRAFFIC VOLUME (ADT)	NOISE CONTOURS ( $L_{dn}$ )			
			75 dBA	70 dBA	65 dBA	60 dBA		75 dBA	70 dBA	65 dBA	60 dBA
<b>Route 128</b>											
4th Street	Figure 1	5,150	--	25'	110'	250'	7,200	--	25'	110'	250'
Railroad St.	"	5,300	--	25'	110'	250'	7,400	--	25'	110'	250'
Jct. Route 505	"	4,700	--	25'	110'	250'	6,600	--	25'	110'	250'
<b>Route 505</b>											
Jct. Route 128	Figure 2	8,900	35'	75'	200'	450'	14,600	35'	75'	200'	450'
Jct. Route 16	"	6,900	35'	75'	200'	450'	11,300	35'	75'	200'	450'

NOTE: Distances are measured from center of near lane to each contour.



longer duration.

Other than the residential dwellings along Grant Avenue (SR 128), there are relatively few areas in Winters which are subject to excessive noise levels. The industrial uses on Dutton Street may cause some noise problems for the recently constructed apartment complex adjacent to a nut processing plant. Additionally, in the Planned Mixed Use area on East, Edward, Baker and E. Main Streets, noise is a consideration because of mixture of residential, commercial and industrial uses next to each other.

Exterior Noise Attenuation. Methods for reducing exterior noise levels include acoustical site planning, architectural design, and use of noise barriers. In acoustical site planning, basic principles which should be considered for any noise sensitive activity include:

1. Maximize distance between noise source and noise-sensitive activity.
2. Utilize noise-compatible activities such as commercial buildings, parking lots, or open space as noise buffers between the noise source and the noise-sensitive activity.
3. Utilize the shielding effect of existing or proposed structures by placing noise-sensitive activities behind these structures.
4. Noise-sensitive structures should face away from the noise source. Residential structures should not front onto collector or arterial streets.
5. Wherever topography permits, noise-sensitive structures should be placed at elevations which are higher or lower than the noise source.
6. Orient the narrower, unfenestrated sides of structures toward the noise source.

To reduce the effects of noise, architectural design considerations should be used in project planning. These design concepts should be used in conjunction with site planning and noise barriers. Areas of architectural concern include building height, room arrangement, window placement, and design of balconies or courtyards. Where noise barriers are used, building heights should be minimized so as not to exceed barrier heights. Windows, bedrooms, and living rooms should be located away from or at the farthest point from the noise source. Standard jutting balconies facing a roadway could reflect traffic noise into the interior of the building; such design features should be avoided along roadways with high traffic volumes.

Noise barriers are used to interrupt the path of the noise and can reduce exterior noise by as much as 15 dBA. Barrier types include earth berms, man-made walls and fences, thick plantings of trees and shrubs, and combinations of these and other materials. Earth berms in conjunction with landscaping can be used as visual aesthetic features as well as noise attenuation measures. To be effective, minimum barrier height should equal the highest point of the noise source and its receiver. In addition, the barrier should be continuously sealed and of sufficient mass and solidity

to prevent appreciable sound transmission through the barrier itself.

Interior Noise Attenuation Interior noise could be reduced with proper use of materials and construction methods. The following measures should be considered for use in existing or proposed structures which are subject to high levels:

1. Walls should be constructed of acoustical building materials, should be dense, and air space in walls should be maximized to reduce noise levels.
2. Storm windows should be used wherever possible, and they should be installed in a separate sash; air space between glass panes should be 2 inches or more.
3. Heavy-duty weatherstripping should be installed around doors.

Such measures could reduce interior noise levels by at least 5 to 10 dBA.

## VI. GOALS, POLICIES & IMPLEMENTATION

### A. Goals

1. Residents of Winters are entitled to an environment reflective of a predominantly Rural Character where noise levels do not adversely affect public health.
2. Consider existing and anticipated noise levels in all land use decisions.

### B. Policies

1. Industrial and commercial uses which generate large amounts of traffic or other noise shall only be permitted if their noise will not significantly affect residential areas.
2. No new residential development shall be allowed within areas mapped as exceeding 65 dBA unless exterior noise levels can be reduced to 65 dBA through noise attenuation and interior noise level of 45dBA can be reached through appropriate noise abatement measures.
3. Low noise levels in residential areas shall be maintained by enforcing low traffic speed limits and, where possible, by minimizing traffic volumes.

### C. Implementation

1. The compatibility standards listed in Tables A and B of this element regarding noise and land use compatibility should be adopted.
2. Study the available noise reduction techniques and incorporate the applicable methods into the City's administrative, planning and building review process.
3. Develop a comprehensive Noise Ordinance following the goals, policies of the Noise Element.
4. Review development plans for noise compatibility of the proposed project and incorporate noise reduction techniques where necessary.

# Winters General Plan



## HISTORIC PRESERVATION ELEMENT



TOWN & MAIN ST. OF WINTERS, CAL.



## I. BACKGROUND:

Historic Preservation does not mean simply restoration of old buildings. In the broadest sense Historic Preservation aims at linking a community's past to its present, and establishing a sense of permanence and continuity by defining the community's unique cultural inheritance.

This is generally accomplished by identifying the natural and man-made resources that make up a community's environmental and cultural history and establishing processes and programs designed to preserve, protect, and enhance them. The General Plan Historic Preservation Element is defined in Government Code Section 65303:

The General Plan may include...a historic preservation element for the identification, establishment, and protection of sites and structures of architectural, historic, archaeological or cultural significance, including significant trees, hedgerows, and other plant materials. The historic preservation element shall include a program which develops actions to be taken in accomplishing the policies set forth in this element.

## II. HISTORIC OVERVIEW

The settlements of this area began in 1842 with the granting of 17,750 acres of land along Putah Creek by Governor Juan Batista de Alvarado to William Wolfskill, a southern California resident and naturalized Mexican citizen. It was not William, but his brother John, who came north to settle on this land. He established residence on the south side of Putah Creek and began his ranching career, planting vegetable crops and the area's first apricots in 1851 and later peaches and grapes. The land was originally called Rancho Rio de Los Putos, a name derived from the Patwin Indian village name of "Puta-to".

In 1850 another Wolfskill brother, Mathus, began another ranch nearby, south of the present Winters bridge. In 1865 Theodore Winters, a race horse breeder and entrepreneur, purchased this land. Winters is credited with bringing thoroughbred horse racing to the west, and the land he purchased soon held a ranch, stables, and a racetrack.

The first settlement in this area, and the nearest town, was Buckeye, approximately six miles to the north of Winters. Its post office was established in 1855; and by 1870 the town had a Masonic Hall, hotel, boarding house, blacksmith, saloon and schoolhouse. The growth of this small settlement was brought to an end, however, in 1875, when the Vaca Valley Railroad extended its line through this area. It sought financial assistance from Winters and others to build a railroad bridge across the Putah Creek. Winters and D.P. Edwards each contributed forty acres for the construction of a new depot and town at this site. The settlement of Buckeye was thus bypassed by the railroad; and the new town, named Winters after one of its founders, was established, inhabited partly by relocated Buckeye residents and their buildings.

As the northern terminus of the Vaca Valley Railroad, this new settlement grew rather quickly, and by 1876 the assessed valuation of the town had risen from \$1,000 to \$160,000. Winters became a busy agricultural and commerical center, with three trains daily, several new businesses, new hotels and saloon, a Wells Fargo office, and a number of new residences. Produce of the area included peaches, almonds, plums, pears, cherries, figs, oranges, olives, barley and wheat. This commerical activity, high for a while, declined somewhat when the railroad extended its terminus to Madison, and much of the tonnage shifted to that location. Nevertheless, this era was one of growth, activity and promise for the young settlement.

Early on, the Winters Advocate was established as the town's first newspaper; but it moved to Woodland in June of 1879 to become the Woodland Standard. The Winters Express, founded in January 1884, has remained in existence, through several owners, under that name until the present.

Although agriculture was and remains Winters' primary source of commercial activity, auxiliary activities helped the town grow slowly. There were traveling businessmen and visitors, as well as the merchants and ranchers who provided the town's base. Salesmen for a variety of goods and equipment would come to Winters, rent rooms and buggies, and canvass the farming communities nearby. In order to service such travelers, the DeVilbiss Hotel was built in 1889. The town held a number of other establishments to serve both residents and visitors: general merchandise stores, a restaurant, a grocery store, livery stables, a meat market, a tin store, drug store, harness shop, millinery store, bakery, shoe store, shoemaker, blacksmith shops, wagon shops, printing office, post office, school

warehouses, silversmith, and Masonic Odd Fellows and Grange Lodges.

The earthquake of 1892 damaged Winters heavily. Many downtown buildings and residences were destroyed, and the Army was asked to provide tent shelters for the homeless during reconstruction.

The first Japanese families came to Winters in 1890. They came as agricultural workers and settled on land at the creekside which formerly had been occupied by the Chinese community, who had migrated to California to build the railroad. A school was established for them at 710 Dutton in 1930. It served as a regional meeting place, as well as a school where children could learn to read and write the Japanese language and learn something of their culture. Their business houses, some originally Chinese, included stores, a boarding house, restaurants and a church and remained until 1940. At that time the Japanese were removed, the property purchased by Fred Smith, and the buildings razed. In spite of a four-year absence and economic upheaval, the Japanese have continued to impact the agricultural development and growth of the region and the valley.

The 1890s also saw an influx of Spanish families into the region, many arriving via Hawaii. Brought here as contract laborers, they acquired over the years the ranch lands which they worked.

In late 1896, a meeting was held in the Opera House to seek the incorporation of the town of Winters. It was not until 1898, however, that the City was incorporated. A few months later, the Voluntary Fire Department was established.

In 1897, the Winters Dried Fruit Company, which would become a major economic force in the community, was organized.

At the turn of the century, Winters embarked upon an era of

civic pride and self-awareness. During the first two decades of the 20th century, a number of city improvements were undertaken, including the construction of new water and lighting system, street amenities like a horse trough and drinking fountain, the establishment of a Board of Trade, regular city elections, and the laying of the first telephone line. The concrete bridge across Putah Creek was constructed in 1908, the longest of its kind west of the Mississippi River. The first library was established and the first sewer plant constructed. The first concrete sidewalks were laid before 1910.

Entertainment of the time included parades, picnics, band concerts, and holiday celebrations. Many enjoyed such leisure facilities as the Nickelodeon, a shooting gallery, and merry-go-round. The Winters Concert Band was renowned throughout Northern California during the early 20th Century.

The new City Hall--designed by a noted California architect-- and the High School were constructed. Funds were raised for a public park by the Winters Improvement Club and a 100,000 gallon water tank and tower commissioned.

The town obviously thrived on its commercial agricultural base. New fruit sheds and warehouses were constructed. The prune and apricot growers were organized in 1916; and the Winters Dried Fruit Company, established in 1897, handled the operation for the Association. It also purchased the Winters Canning Company, remodeling the building into a modern plant that packed and shipped fruit to many foreign countries as well as the United States.

The growth of Winters was somewhat subdued during the years from 1920 to 1940. . . There was a refinement of early growth during

the 1920s and some construction activity in the middle and late years of that decade. The strong agricultural base of the region sustained the town, its bank, and its industry through the ensuing Depression years, when dried apricots sold for as little as a nickle a pound. The productivity of the land and the determination of its inhabitants kept the town operating, but little construction appears to have occurred during the early 1930s. The Period Revival buildings common to areas that thrived during those years are largely absent from Winters. Rather than building new houses in the ever more outlying areas, town residents enlarged and remodeled their existing family homes, predating the current trend for recycling by many years.

More recent years have seen some gradual changes in the composition and character of the population and in the prominence of different crops. There has been a transition of migrant farm workers to Mexican families in contract labor. The predominant production of fresh fruits, particularly apricots and cherries, has gradually been replaced by the nut industry, due to the difficulty of handling the ripe fruits. Vegetable production remains rather small and is grown mostly for ranchers. Current trends are reviving the 1920s practice of selling fruit directly to the public at the production/ranch site.

At present, Winters remains a stable, rather small City, located in the heart of rich agricultural area and possessing a strong sense of community. Projected growth is slow and even, unless affected by major agri-business industry changes. The population grew from 2,419 in 1970 to 2,652 in 1980.

### III. HISTORICAL PRESERVATION POTENTIALS

The benefits of preservation are not just intangible and aesthetic. There are strong economic incentives to preservation, such as increasing property values; attracting retail sales and commercial rents; saving huge replacement costs by reusing buildings; and many potential spin-off benefits including new jobs and industries.

Historic Preservation often means reinvestment in neighborhoods which might otherwise experience decline and decay. There are compelling social incentives to maintain older neighborhoods and prevent increasing crime, urban blight and the diminished quality of life which accompanies them.

Winters is a community in an enviable position. Even at first glance it appears to have a considerable number of existing historic and cultural resources, and, in being a relatively young community, some of its residents still remember its "early day". Much can be done to preserve and enhance its resources...if the community wishes to do so.

This Historic Preservation Element presents the cultural and environmental history of Winters. Through the diligent work of the Winters Historical Landmarks Advisory Committee and Historic Environment Consultants a comprehensive "Cultural Resources Inventory Report for Winters, California" was prepared. The report was partially funded under the National Historic Preservation Act of 1966, through the California Office of Historic Preservation. The membership of the Winters Historical Landmarks Advisory Committee included: Yolo Briggs, J.R. Chapman, Betty Coman, Harriett Geiser, Marilyn Joens, Joann Larkey, Gregory Vasey and Lavinia Young.

The Element concludes with a set of goals, Policies and Implementation which are appropriate for Winters and which can be enacted with sufficient community support.

#### IV. HISTORIC & CULTURAL RESOURCES INVENTORY

Ever since its founding as a townsite in 1875, Winters has been a unique community in Yolo County, its history and economic base closely related to the continuing development of horticultural production which flourishes on agricultural lands that encompass the city limits. The distinctive historical qualities of the community are embodied in its attractive residential neighborhoods and in the commercial districts. Contemporary pressures of growth and development have promoted interest in maintaining those historic structures, districts and neighborhoods that give the City of Winters its important sense of time and place.

The City of Winters has taken an important step in recognizing the City's older buildings as an important resource by initiating the Winters Historic Survey. The Historic Survey, completed in 1983, has resulted in the recognition that the historic architecture of Winters deserves special planning attention. The "Cultural Resources Inventory Report for Winters, California", June, 1983, prepared by Historic Environment Consultants of Sacramento, California is incorporated by reference into this element.

## V. GOALS, POLICIES & IMPLEMENTATION

### A. Goals

1. The significant and important historic features of the Winters area are to be preserved and enhanced to the fullest degree possible.
2. Establish historic areas for the restoration and preservation of those districts, buildings and sites of Winters which are of historic, cultural and/or architectural significance.
3. Encourage the preservation of individual structures and building groups of historic value, but also consider the economic viability of such action.

### B. Policies

1. Consider the establishment of an "Historic Cultural Resources Commission" to coordinate and encourage historic preservation efforts in Winters.
2. The use of federal, state and local private loans for refurbishing historical buildings and restoring artifacts and memorabilia will be encouraged.
3. Support future federal, state and local legislation to provide incentives for maintaining historical structures.

### C. Implementation

1. If conditions and interest warrants, the "Historical Landmarks Advisory Committee" as the "Historical and Cultural Resources Commission" will oversee historic preservation activities in Winters including the following functions:
  - a. Establishing general criteria for historical preservation.
  - b. Work with neighborhoods in establishing historic areas.
  - c. Studying methods and promoting the means to encourage historic preservation.
  - d. Coordinating and guiding historic preservation efforts.

e. Formulate methods of providing public education concerning historic and architectural preservation.

# Winters General Plan

## ENVIRONMENTAL IMPACT REPORT



CITY OF WINTERS RESOLUTION 85-13

A RESOLUTION REGARDING THE ENVIRONMENTAL IMPACT  
REPORT, COMMENTS, AND RESPONSES TO COMMENTS  
FOR THE WINTERS GENERAL PLAN REVISION PROJECT

Following careful study and the holding of public hearings, the Winters Planning Commission has recommended to the Winters City Council the adoption and certification of the Document entitled "Winters General Plan" and the Draft Environmental Impact Report including comments and responses to comments as the Final Environmental Impact Report for the General Plan Revision Project.

The City Council has carefully reviewed and considered the proposed Final Environmental Impact Report and finds that the Environmental Impact Report has been prepared in compliance with the California Environmental Quality Act (CEQA).

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF WINTERS RESOLVES as follows:

THAT the document entitled the "Winters General Plan" and Draft Environmental Impact Report and the response to comments are hereby certified as the Final Environmental Impact Report for the Winters General Plan Revision Project.

Pursuant to the California Environmental Quality Act (CEQA) and the CEQA guidelines, the following findings and statements of overriding considerations are adopted as to the reasons the City Council is taking this action in light of significant unmitigated adverse environmental effects identified in the Environmental Impact Report in the sections on Land Use, page 5, water quality, page 7, Soils and Geology, page 10, Biotic and Environmental, page 11, Cultural Resources, page 13, Noise, page 14, and Energy, page 15.

1. The above referenced unmitigated adverse environmental impacts, although significant, are adopted based on the following findings and statements:

a. All land use plan alternatives would result in loss of open space and some agricultural lands. To continue with the status quo would restrict the City's ability to provide a stimulus to commercial and industrial growth opportunities in the City. By planning for a balance of growth between commercial, industrial and residential a balanced economic community will be achieved concurrently with a corresponding growth in, and wider selection of housing types for all segments of the community.

b. By providing for some balanced growth in the community fewer vehicle miles will have to be traveled to and from work. Despite this there is a planned increase of automobile usage and air pollution resulting therefrom which is best mitigated through regional solutions and maintenance of strict emission standards or changes in automobile design, which are the primary responsibility of regional, State and Federal agencies.

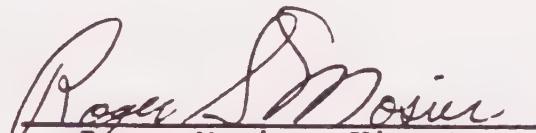
c. The findings of the Planning Commission pertaining to controlling growth inducement, as contained in Resolution 85-02 of the Winters Planning Commission, incorporated herein and hereby adopted by the City Council by reference.

PASSED AND ADOPTED THIS 18th day of June, 1985, at a regular meeting of the Winters City Council, following a public hearing June 4, 1985, by the following vote:

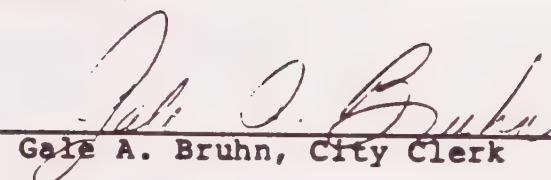
AYES: Vice-Mayor Mosier, Councilmen Jones, Sebastian, Stewart

NOES: None

ABSENT: Mayor Chapman

  
\_\_\_\_\_  
Roger Mosier, Vice-Mayor

ATTEST:

  
\_\_\_\_\_  
Gale A. Bruhn, City Clerk



# City of Winters

FOUNDED IN 1875  
318 First Street  
Ph. 795-4910

Winters, California 95694

## NOTICE OF COMPLETION

PROJECT TITLE: Winters General Plan and Draft Environmental Impact Report

PROJECT LOCATION: City of Winters and Winters Planning Area

CITY: Winters COUNTY: Yolo County

DESCRIPTION OF THE NATURE, PURPOSE, AND BENEFICIARIES OF PROJECT:

Comprehensive revision and update of the Winters General Plan which includes all nine mandatory elements.

LEAD AGENCY: City of Winters DEPARTMENT: City Manager

ADDRESS WHERE COPY OF ENVIRONMENTAL IMPACT REPORT IS AVAILABLE:

Winters City Hall  
318 First Street  
Winters, CA 95694  
Ph: (916) 795-4910

REVIEW PERIOD: August 16, 1984 through September 30, 1984.

PUBLIC HEARING: Notice of Public Hearing - The Planning Commission for the City of Winters on Wednesday, September 5, 1984 will conduct a public hearing to accept public comments on the Draft EIR and General Plan. The hearing will be held in the City Council Chambers, Winters City Hall, 318 First Street, Winters, CA 95694.

Written comments on the Draft EIR will be accepted after the hearing until the end of the review period.

CONTACT PERSON: Gail Wingard, City Manager

PHONE: (916) 795-4910 DATE: August 16, 1984

CITY COUNCIL:

J. Robert Chapman - Mayor  
Roger Mosier - Vice Mayor  
Roy C. Jones  
Gilbert A. Sebastian  
Wayne E. Stewart

ELECTED OFFICIALS:

Gale A. Bruhn - City Clerk  
Margaret P. Dozier - Treasurer

PLANNING COMMISSION:

Lester Branscum - Chairman  
Joe R. Ogando - Vice Chairman  
Cecil Padilla - Secretary  
William C. Cody  
John Griffin  
Gayle Todd  
Charley Wallace

GENERAL PLAN STEERING COMMITTEE:

Roger Mosier - Chairman  
Robert Harris - Vice Chairman  
Barbara Cody - Recording Secretary  
Butch Branscum  
John Giffin  
Wayne Stewart  
Jack Losoya  
Ed Neel  
John Martin  
Dorian Faye (Resign - Nov., 1983)  
Rose Marie Hendrickx  
Charles Horn (Appointed - Feb., 1984)

CITY STAFF:

Gail Wingard - City Manager  
Larry .Smyers - Adm. Assistant

CITY PLANNER:

James Louie  
Howard Nies

## WINTERS GENERAL PLAN

### DRAFT ENVIRONMENTAL IMPACT REPORT

#### I. INTRODUCTION AND DESCRIPTION

##### A. Project Description

The project which is the subject and focus of this General Plan Environmental Impact Report is the 1985 Winters General Plan, prepared for the City of Winters, located in Yolo County, California. The General Plan is best described as the principal policy document and guideline for long range, as well as near-term, decision-making concerning local community change and development.

The General Plan will provide for a population growth of 9,100 to 10,000 persons along with substantial commercial and industrial opportunities. The Plan was developed with the primary emphasis on how the City would like to see itself in the future without a specific target date. The gradual expansion of the City, at a pace that would be within the fiscal resources of the community, along with maintaining the small town character were the main objectives.

Because of the unique nature of a General Plan, the California Environmental Quality Act (CEQA) and its implementing guidelines allow the General Plan itself to act as the EIR for the General Plan. The logic of this provision is that a properly prepared General Plan should address all the points required in an EIR, and that duplication of those points in a separate report would be useless and wasteful. Thus, this document is primarily a guide to how the General Plan itself addresses each of the points required by CEQA. Still, salient points are summarized or expanded on in this document.

##### B. Environmental Setting

The Winters Planning Area is located in the southwest corner of Yolo County. The area is generally bounded on the east by Interstate 505, Putah Creek on the south, the Vaca Mountain Range on the west and County Road 32A on the north. The City of Winters (Population 3,075) is situated in the south eastern section of this area. The elevation is about 130 feet above mean sea level, with the area generally being quite flat with a gentle upward slope to the northwest. Putah Creek forms the southern boundary of the City and Dry Creek is found just to the west. Moody Sough and other storm drainage overflow areas are located north of the City.

Generally the land to the east of the City is prime agricultural land while the land to the west, into the foothills, is not. The reason for this variation in soil types is that Winters Planning Area lies at the eastern edge of the Vaca Mountain Range. The land to the west of the City rises into the foothills. The land east of the City is flat, agricultural land. The agricultural area of Winters has a climate especially suitable for orchard crops, such as olives, figs, nuts, prunes, apricots, lemons, and oranges. Agricultural lands under Williamson Act contracts are located north of the City. Lake Berryessa, west of Winters, in the Vaca Mountain Range is the major recreational facility in the area.

C. Reference Documents:

1. General Plan Environmental Data Base, City of Winters, July, 1983
2. General Plan Development Alternatives, City of Winters, August, 1983
3. Cultural Resources Inventory Project Report For Winters, California, Historic Environment Consultants, June, 1983
4. City of Winters' Sphere of Influence Study; Yolo County LAFCO, September, 1981
5. Flood Hazard Analysis, City of Winters, U.S. Department of Agriculture, Soil Conservation Service, July 1976
6. Dry Creek Subdivision Environmental Impact Report, Justice & Associates, July, 1981
7. Yolo County Bikeway Plan, Yolo County Transportation Advisory Committee, June, 1982
8. Soil Survey of Yolo County, California, By United States Department of Agriculture Soil Conservation Service, Incoorporation with the University of California Agriculture Experiment Station, June, 1972

II. ENVIRONMENTAL IMPACTS

A. General

In accord with existing guidelines, this section will address those secondary or indirect impacts which may stem from the approval and implementation of the General Plan project. The level of detail will be appropriate to the level of specificity in a general plan and will not contain as much specific, detailed information as would be required of a specific, major project.

In this section, an aspect of the environment is identified (e.g., land use), then a summary is given of where and how the General Plan deals with that topic. Following that, other significant environmental effects of the proposed Plan are discussed, including both beneficial and adverse impacts summarized. Those impacts which cannot be avoided and suggested mitigation measures are also given.

Significant effects on the environment can be beneficial or they can be adverse. In many cases the beneficial impacts mitigate the adverse impacts of the Plan. Likewise, this EIR will focus on the long-term, cumulative impacts, with some observations of specific, short-term impacts made where appropriate. The reasoning for this is that the nature of a General Plan is to guide those long-term cumulative effects along manageable avenues.

## B. Land Use

1. The Plan's Land Use Element, fully discusses the land use impacts of the plan. The rationale behind land use choices are set out in the Element and the overall General Plan Goals & Objectives. Discussion of land use alternatives occurred during the evaluation of land use alternative plans with the General Plan Steering Committee. The interaction among the land use, economic, social and other factors by each set of land use choices are documented in the Steering Committee Minutes.
2. **Beneficial Impacts:**
  - a. The implementation of the Plan will result in an orderly pattern of growth and development with the emphasis on development of areas within or adjacent to existing developed areas and in close proximity to essential public services and facilities.
  - b. Developments in areas of natural hazards will be lawfully restricted and/or controlled so as to minimize threats to public health and safety.

- c. Some valuable scenic and natural recreational resources will be preserved and enhanced.
- d. Imbalances in the existing mix of land uses will be corrected.
- e. The distance of journeys to work, shopping and recreation areas will be minimized within a range of choices suitable to the anticipated population levels.
- f. Much of the existing character of the area will be maintained and preserved, including historical character and structures.
- g. Important commercial and industrial opportunities and facilities will be provided and/or allowed for.
- h. Improvements will be made to existing circulation patterns including evacuation and supply routes in the event of an emergency.
- i. Regional land use planning efforts will obtain a current perspective upon which to base regional planning programs. This should result in an overall improvement of interregional conflicts in land use plans and reduce the inefficiencies and costs of government.
- j. Additional housing will be provided for new households being created.

### 3. Adverse Impacts

- a. Increased commitment of open lands to urban uses, including the loss of some existing farms soils with SCS class I and II capability ratings.
- b. Increased impervious surfacing occasioning run-off.
- c. Increased demand for construction materials which are becoming more expensive and harder to replace (i.e., redwood).
- d. A limited continuation of the existing linear sprawl pattern, including strip commercial along State Highway 128.

- e. Increased demand for existing and additional public services and facilities (i.e., transportation, water, sewer, police and fire).
- f. Increased congestion on City arterials and collectors, as well as increased demand for available parking.

4. Significant Environmental Effects Which Cannot Be Avoided If the Proposal Is Implemented

Those adverse impacts listed above are primarily those significant effects which cannot be avoided, although some may be ameliorated through suggested mitigation. In particular, the effects listed in numbers a,d, and e, above could be avoided by an alternative plan design which would designate the areas in open space or other alternative land uses. This alternative was rejected on the basis that such a designation would amount to a "taking" of the property and would not leave the owners in question with an economic use of the land. It is noted that the areas in question are already practically developed, thus contributing further development pressure.

5. Mitigation Measures Proposed to Minimize the Significant Effects

In general, many of the adverse effects identified will occur with or without the proposed Plan. This is true, to the greatest extent, because of the continued growth of population, and because of peoples' desire to live in a more pleasant environment. To the extent this is the case, the Plan itself will act as a mitigation if judiciously and consistently implemented. The following are mitigation measures for those adverse impacts listed above with the same letter:

- a. Create incentives to in-fill prior to phased expansion. Given that both will occur over the lifetime of the plan, this would probably only delay the adverse effects a few years.
- b. Effective mitigation measures could include the following:
  - i. Encourage the use of early landscaping as soon after construction as possible

(i.e., re-seeding graded-over or fill areas).

- ii. Replace impervious surface with more porous surface (e.g., asphalt with gravel or landscaping).
- c. Encouraging the re-use of construction-grade materials would affect the demand for new construction materials (i.e., re-use of old lumber which comes from demolished buildings).
- d. Insistence upon low-profile designs and cluster grouping of facilities (as provided in the Plan) will reduce the visual impact.
- e. A revitalization of the central business district, should in effect "pull-in" the existing linear pattern. Stricter design standards could also mitigate this impact.
- f. The provision of phased public services in accordance with the proposed General Plan should alleviate some of the demand on any existing facilities, which may not be adequate for projected population.
- g. The implementation of the Circulation Element concurrent with the development of the area will improve overall circulation by providing alternative routes for vehicle and pedestrian movement around the City.

C. Water Quality

1. Coverage in the Plan Itself

Water quality, especially water supply issues are dealt with in the Conservation, Open space and Recreation Element and Safety and Seismic Safety Element. The Safety and Seismic Safety Element also provides for setbacks to preserve the quality of Putah Creek.

2. Beneficial Impacts

- a. Implementation of the proposed plan should result in improved delivery of domestic and commercial water supplies, including fire flows.
- b. an overall improvement of the efficiency of the present waste water treatment should

result by reducing the cost per unit of benefit as more users enter the system.

### 3. Adverse Impacts

- a. The implementation of the plan will require expensive new improvements to the water supply system as demand pressures on existing facilities increase.
- b. Water quality in surface waters will decrease periodically as a result of erosion-induced siltation, turbidity and temperature effects due to construction and urban development run-off in drainage areas feeding major water supply points.
- c. Various other pollutants from urban sources (i.e., petrochemical pollutants from pesticides, herbicides and fertilizers used in landscaping, as well as petroleum compound pollutants from automobile usage and repair) will be experienced in varying degrees.
- d. Ground water cycles may be altered due to reduced recharge areas, having been covered by impervious surface.

### 4. Significant Environmental Effects Which Cannot Be Avoided

All of the above effects are generally inescapable, although most can be mitigated to a significant degree.

### 5. Proposed Mitigation Measures

The following are proposed mitigation measures for those adverse impacts listed above with the same letter.

- a. The pursuit of the City's off-site improvements policy should mitigate the cost-benefit picture, thus reducing the cost of improvements to that sector of the population who do not directly benefit.
- b. Wherever possible the following principles should be applied:
  - i. Reduce grading of the site; wherever possible eliminate surface soil disruption.

- ii. Require on-site storm run-off delay and retention systems.
- iii. Maintain existing vegetation and replace any lost through construction as soon as possible.
- iv. Time construction to avoid rainy or windy periods.
- v. Pay careful attention to drainage patterns and topography. When siting run-off channels, locate and direct to stable soil.
- vi. Keep road cuts to the minimum necessary to conform to safety standards and stockpile soil which is removed to use in revegetation of the site.

- c. Careful attention to discharge characteristics of various land uses will enable the identification of those major contributors of pollutants. Isolation and treatment of runoff waters from these uses will reduce pollutants.
- d. Re-injection of runoff waters as close to the site as possible, in conformance with soil and geologic characteristics of the site, will reduce alteration to the ground water flow cycles. Careful consideration of rate of withdrawal from wells in the area, avoiding excessive withdrawals at critical periods in the water year, will assist in maintaining current flow cycles.

#### D. Air Quality

##### 1. Coverage in the Plan Itself

Air quality in the Winters area is described, in part, in the Environmental Data Base document. The General Plan Goals and Objectives and all the Elements were developed with the emphasis on maintaining the quality of life in Winters. The residential, commercial and employment centers have been planned with the ideal of minimum travel between them, yet each integrate to reduce the inherent increase air pollutants with commercial and industrial activities.

## 2. Beneficial Impact

There are no beneficial impacts that will result from plan implementation. Development will impact air quality, however, the General Plan will minimize these concerns.

## 3. Adverse Impacts

The current air quality condition of the area will be worsened due to additional suspended particulate matter from additional construction activities and industrial activities. Motor vehicle usage and traffic congestion will increase, thus contributing additional organic gases, oxides of nitrogen and sulphur and carbon dioxide.

## 4. Significant Environmental Effects Which Cannot Be Avoided

The above-indicated effects cannot be avoided entirely but can be mitigated substantially.

## 5. Proposed Mitigation Measures

The following are proposed mitigation measures for those adverse impacts listed above with the same letter.

- a. Greater use of pedestrian and bicycle and mass transit schemes to reduce overall automobile use and congestion.
- b. Stronger enforcement of auto exhaust emissions standards by local and state authorities.
- c. Adherence to soil conservation measures during construction phase.
- d. Through cooperation with local industries, State Air Pollution Control Office, Yolo-Solano Air Pollution Control District and local authorities, improve industrial discharge characteristics.

## E. Soils And Geology

### 1. Coverage in the Plan Itself

Soil conservation and geologic hazards are dealt with in General Plan chapters on: Goals and Objectives; Land Use; Conservation, Open Space and Recreation; Safety and Seismic Safety.

## 2. Beneficial Impacts

- a. Soil loss due to haphazard development and poor site design and engineering will be minimized.
- b. Danger to lives and property will be reduced.

## 3. Adverse Impacts

- a. There will be some soils lost due to erosion from development on or adjacent to slopes and flood plains along Putah Creek, Dry Creek and Moody Slough.
- b. Agriculturally productive soils will be divided and developed, reducing lands available for such uses.

## 4. Significant Effects Which Cannot Be Avoided

- a. Those adverse impacts which could be avoided have been avoided in the development of the plan itself.
- b. Those remaining adverse impacts (listed above) are unavoidable, at least in part.

## 5. Proposed Mitigation Measures

The following are proposed mitigation measures for those adverse impacts listed above with the same letter.

- a. i. The implementation program of the general plan safety and seismic safety elements contain hazard review measures which will reduce potentially significant adverse consequences, if rigorously enforced, to levels of defined "avoidable" or "acceptable" risk.
- ii. The City could change existing flood plain zoning to delineation conforming to FIA maps and declare those existing uses non-conforming where appropriate. The effect of this action would be to remove residential uses from the primary flood hazard area.
- iii. The City should institute a design review within the flood plain zone to ensure that proposed structures are

designed and located above the level of anticipated flow at peak flood stage for a 100 year event, or are otherwise flood-proofed.

- b. Vigorous enforcement of design standards based on review procedures in the Safety and Seismic Safety elements should mitigate the majority of foreseeable impacts.

#### F. Biotic Environment

##### 1. Coverage in the Plan Itself

Some of the more sensitive biotic environments in the community are proposed for preservation through the use of lineal open space along the community's riparian corridors. These proposals are set out in the Land Use and Open Space, Recreation and Conservation Elements.

##### 2. Beneficial Impacts

- a. Habitat and niches for biotic organism which are "people tolerant" will be increased.
- b. New plant/animal relationships may be established as a result of the introduction of various exotic and non-indigenous plants for landscape purposes.

##### 3. Adverse Impacts

- a. Habitat areas for various small mammals, reptiles and birds which are not "people tolerant" will be eliminated due to conversion of forage and range to urban uses.
- b. There will be a loss of agricultural producing plan.

##### 4. Non-avoidable Impacts

All of the above impacts are non-avoidable if the plan is implemented without mitigation measures.

##### 5. Proposed Mitigation Measures

The following are proposed mitigation measures for those adverse impacts listed above with the same letter.

- a. i. Areas with a significant portion of plant, tree or shrub coverage should be surveyed prior to development for habitat impact. Associations with local knowledge or expertise should be consulted (i.e., California Native Plants Society, Audobon Society).
- ii. Efforts should be made to retain as much on-site natural vegetation and terrain as is possible, consistent with fire safety. Compensation reforestation and revegetation efforts could be made in adjacent areas where substantial removal of vegetation on-site cannot be replaced.
- b. Strict adherence to erosion control policies and techniques will reduce impacts on anadromous fisheries. In addition, cooperation with State and local organizations engaged in fisheries' preservation through placement of fish hatching boxes would be most fruitful. Off-site improvement fees could be levied against projects with erosion or runoff impacts projected, and these fees directed to organizations active in fisheries maintenance and restoration.
- c. See mitigation suggested for adverse impact under "Soils and Geology."

## G. Cultural Resources

### 1. Coverage in the Plan Itself

Cultural resources are dealt with under goals and objectives, economic and development alternatives, land use, housing, open space, and recreation and conservation, and historic preservation. The Implementation Program contains extensive recommendations concerning historic preservation.

### 2. Beneficial Impacts

- a. If properly implemented, the Historic Preservation Element will form the basis for an inventory of, and perhaps preservation of, historic buildings and sites.
- b. The General Plan will allow the City of Winters and its residents to capitalize on cultural resources.

### 3. Adverse Impacts

- a. The strong possibility exists that there are archaeological materials buried at various parcel sites throughout the planning area which will be uncovered or disturbed during excavation and construction.
- b. Failure to fully capitalize on the downtown historic character may affect long-term viability of the central business district.

### 4. Impacts Which Cannot Be Avoided

To a degree, the above impacts are unavoidable, as a certain portion of these resources' values will not be discovered until it is too late to preserve the original value. However, much of this potential impact can be mitigated.

### 5. Proposed Mitigation Measures

The following are proposed mitigation measures for those adverse impacts listed above with the same letter.

- a. The implementation program for the historic preservation element should be vigorously pursued.
- b. The City should contact the cultural resources facility at California State University at Sacramento and U.C. Davis for an opinion on possible archaeological sites. This information should be kept confidential to avoid misuse of the sites identified.
- c. Should any evidence of previous habitation such as hidden material, concentrations of charcoal, fire-fractured rock and/or bones be discovered, site development activities should cease immediately. An archaeologist should be consulted and the site should remain undisturbed pending the outcome of investigations. The findings of the consultant should be implemented as much as possible to preserve the site value.
- d. The proposed revitalization of the Central Business District along lines which stress historic features of the center core should be implemented.

## H. Noise

### 1. Coverage in the Plan Itself

The noise environment is described and proposals for dealing with noise problems are set out in the General Plan noise element and implementation program section on noise.

### 2. Beneficial Impacts

- a. The Plan, properly implemented, will protect current noise-sensitive environments from incompatible land use developments.
- b. Future noise-generative or noise-sensitive uses will be lawfully regulated and required to mitigate designs in order to achieve noise reduction.

### 3. Adverse Impacts

- a. Greater numbers of people will be subject to higher levels of noise in the environment.
- b. The overall ambient noise level will increase in the noise corridor aligned with State Route 128 and Interstate 505, as will noise resulting from common urban sources (loud stereos and barking dogs).

### 4. Impacts Which Cannot Be Avoided

Those adverse impacts indicated above are unavoidable.

### 5. Proposed Mitigation Measures

The following are proposed mitigation measures for those adverse impacts listed above with the same letter.

- a. Active enforcement of the noise element, as specified in the implementation document, will mitigate the projected impacts within acceptable levels.
- b. The City could develop a noise control ordinance to specifically control such urban noises. In addition, the City animal control section could develop a public contact and awareness program that focuses on solving the problems of barking dogs.

## I. Energy

### 1. Coverage in the Plan Itself

Energy conservation is dealt with both through the choice of land use pattern set out in the Land Use Element and indirectly through proposals made in all the remaining Elements of the General Plan.

### 2. Beneficial Impact

The strategic approach to land development and improved circulation should result in a reduction of energy consumption due to automobile use. Encouragement of walking and bicycling will limit the need for more asphalt paving and gasoline consumption. Strict enforcement on energy conservation requirements as required by State for new construction will limit energy consumption.

### 3. Adverse Impacts

Certain future energy conservation planning options may be precluded due to delay in or inadequate levels of consideration and implementation in the current Plan. Sites and orientations of structures necessary to facilitate solar or wind energy generation may go unprotected and may be developed in other uses.

### 4. Impacts Which May Not Be Avoidable

The above impacts are unavoidable if the Plan is implemented as proposed.

### 5. Proposed Mitigation Measures

No mitigation measures are proposed other than those already contained in the Plan.

## IV. ALTERNATIVES TO THE PROPOSED PLAN

### A. The No-Project Alternative

The no-project alternative was considered early in the planning process. This alternative was rejected on the grounds that failure to prepare a new General Plan would result in undesirable land use configuration, as well as environmental and economic impacts stemming from poorly controlled development. In the face of these problems, it was decided that the no-project alternative was clearly unacceptable to the majority of interested parties and meeting the current expectations of the City.

## B. Other Alternatives Considered

The following strategies were developed and discussed at length with community members and leadership early in the course of the General Plan revision process.

- A. Base Case: the continuation of current public policies and of growth, including tempo and direction.
- B. In-Filling and Containment: an alternative that supports compactness, the efficient provision of community services, small town characteristics and full utilization of improved parcels.
- C. Limited, Phased Expansion: provides for controlled growth with the flexibility to correct major land use imbalances, increase economic opportunity, use annexation and community service extensions for strategic expansion over a selected time frame.
- D. Strategic, Phased Expansion: represents the most opportunistic and aggressive response to growth factors by providing broad choice and accommodation of land uses considered in short supply or out of balance in the community.

The General Plan incorporates Alternatives C and D above. These alternatives were selected by the General Plan Steering Committee, Planning Commission and City Council after prolonged public consideration. The minutes of the various public meetings by all three decision making bodies will provide a full discussion of the alternatives.

The Plan alternative was selected as best meeting the desired planning objectives. The other alternatives were rejected, by the local legislature on the basis of undesirable environmental and economic impacts.

## V. THE RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF THE ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

Overall, it must be said of the Plan that the maintenance and enhancement of long-term productivity is improved compared to various alternatives considered, including the no-project alternative.

There are impacts of the Plan, as proposed, which adversely affect the environment; however, these impacts would probably occur with or without the plan and the existence of the plan should serve to mitigate undesirable impacts to acceptable levels. For example, some of the adverse impacts associated with development of the area will probably occur with or without the plan proposed (i.e., increased urban runoff, increased noise, contribution to poor air quality, traffic congestion, conversion of rural lands to urban uses). The plan will serve to guide and direct such development to areas where the impact is the most acceptable and can be directly controlled.

The current General Plan (1976) is based on 1970 data, with various elements prepared subsequently. These elements are not internally consistent and overall provide a poor basis for controlling current and projected development pressures. Any further delay in the implementation of a new general plan may create or contribute to adverse environmental consequences and development patterns which are irreversible, and which irretrievably commit the resources of the area in uses that are undesirable. Failure to prepare a new General Plan at this time may result in severe legal and economic pressures being brought to bear on the community. It is clearly in the best interest of the City to have a new General Plan at this time.

#### VI. SIGNIFICANT ENVIRONMENTAL CHANGES WHICH WOULD BE INVOLVED IN THE PROPOSED ACTION SHOULD IT BE IMPLEMENTED

To the extent that rural undivided lands and larger lot patterns are a resource, the Plan will commit these resources, irretrievably, to urban uses at higher densities, on smaller parcels.

The Plan will also increase the demand for full services normally supplied to urban areas, although this commitment of resources may or may not be irreversible, the tide of demand for such facilities has traditionally been difficult to stem.

The Plan will allow development of areas that traditionally have been agricultural land and open space and recreational land that has been used by the public. This development (i.e., Highway 128 corridor from Interstate 505 to town) will alter the open view corridor at the entrance to the community and thus visitors to the area will receive a much different initial impression than is currently created.

#### VII. GROWTH INDUCEMENT AS A RESULT OF THE PLAN

It is anticipated that the Plan will induce growth in a direct fashion rather than allowing growth to occur unguided. This growth is anticipated to occur in an orderly rate within infrastructure expansion capabilities of the

City. Although at first glance at the Land Use Element, it appears the City could substantially increase in population and area. However, it should be kept in mind, the strategic phase expansion approached was designed to provide a broad choice and accommodation of land use, currently in short supply or out of balance in the community. Once a particular growth direction is taken, other areas will have lesser priority, unless it can be clearly demonstrated that the supporting infrastructure can be supported by the new development.

Additionally, this General Plan was developed without a 15 or 20 year time frame. The Plan's primary emphasis was on how the City would like to see itself develop without a time constraint and then use logical development policies and timely annexations consistent with the City's Sphere of Influence and service and facilities capabilities to reach towards the ultimate objectives of the Plan.

CITY OF WINTERS RESOLUTION 85-14

A RESOLUTION APPROVING THE WINTERS  
GENERAL PLAN REVISION

Following careful study and the holding of public hearings, the Winters Planning Commission has recommended to the Winters City Council the adoption of a comprehensive revision to the City of Winters General Plan.

The City Council has carefully considered the revised general plan, and has noticed and held the required public hearings and finds that the general plan consists of the elements required to be included by Government Code Section 65302 and in addition contains some of the elements permitted to be included by Government Code Section 65303, and the plan provides a suitable and logical plan for the future development of the City.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF WINTERS RESOLVES as follows:

1. The document consisting of maps, charts, and report entitled "Winters General Plan," dated May, 1985, is adopted as the general plan of the City under the authority of Government Code Sections 65300-65360.

2. The City Clerk shall endorse upon the general plan the fact of its adoption by this resolution and the date thereof.

PASSED AND ADOPTED THIS 18th day of JUNE, 1985,  
following public hearing held on June 4, 1985, before the City Council of the City of Winters, by the following vote:

AYES: Vice-Mayor Mosier, Councilmen Jones, Sebastian, Stewart

NOES: None

ABSENT: Mayor Chapman

  
\_\_\_\_\_  
Roger S. Mosier

ATTEST:

  
\_\_\_\_\_  
Gale A. Bruhn, City Clerk



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